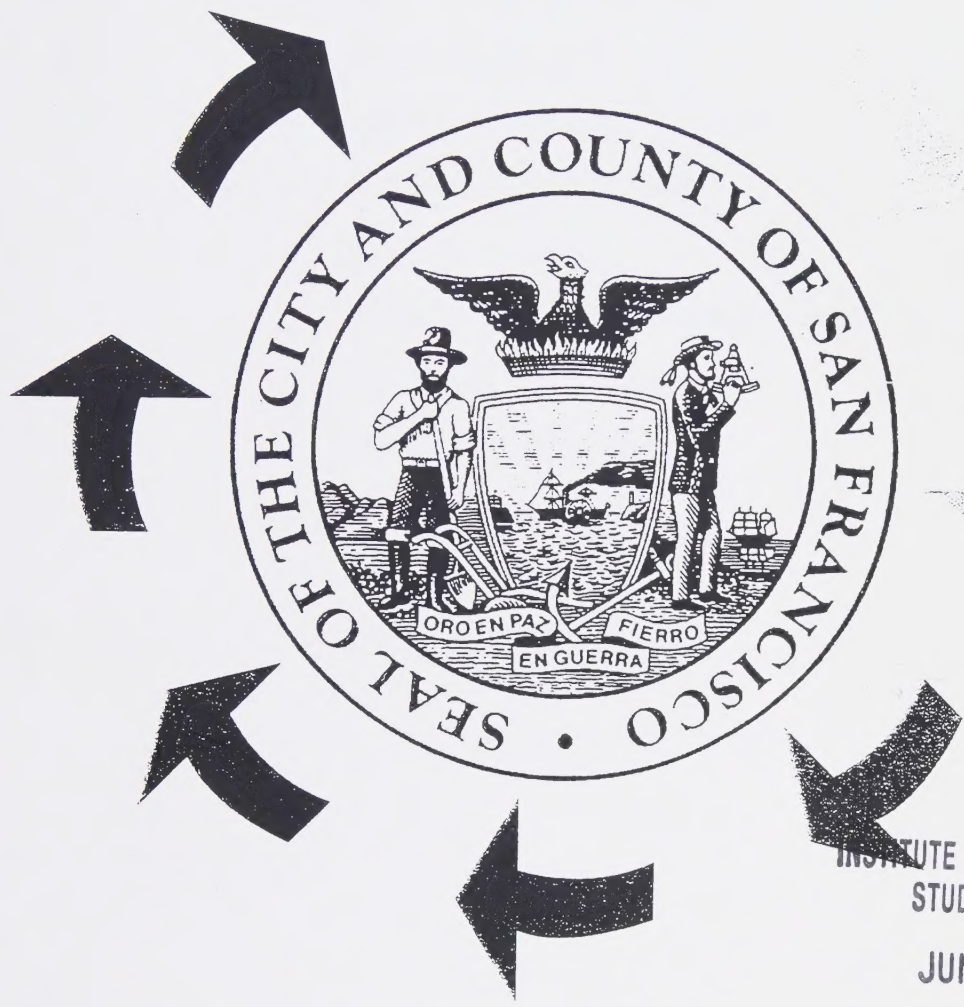


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Prepared for
MAYOR WILLIE L. BROWN, JR
under the auspices of the
Mayor's Criminal Justice Council and the California Board of Corrections

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JUVENILE JUSTICE

COMPREHENSIVE

ACTION PLAN

by
Delancey Street Foundation
Mimi H. Silbert, Ph.D.



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*What happens
To a dream deferred?
Does it dry up
Like a raisin in the sun?
Or fester like a sore
and then run?
Does it stink like rotten meat?
Or crust and sugar over
Like a syrupy sweet?
Maybe it just sags
Like a heavy load.
Or does it explode?*

Langston Hughes

JUVENILE JUSTICE

C O M P R E H E N S I V E

ACTION PLAN

SAN FRANCISCO JUVENILE JUSTICE COMPREHENSIVE ACTION PLAN

MAYOR WILLIE L. BROWN, JR.

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EXECUTIVE SUMMARY

In developing our comprehensive multi-agency plan, we interviewed over 400 people to review the current system and obtain recommendations for change; identified and prioritized neighborhoods and particular blocks that face significant public safety risks for juvenile crime; and identified the existing resources in those neighborhoods which target at-risk juvenile offenders and their families. A broad array of data was collected including juvenile incident reports for the past five years which indicated date of incident, address of arrest or incident, victim and perpetrator demographics, type of crime, and time of day of occurrence. Findings identified three neighborhoods with significant public safety risk from juvenile crime, with a need for services, but also with demonstrated neighborhood capacity to participate in major pilot projects to work to significantly reduce crime and violence. A profile study was also completed of youths in custody on October 22, 1996. Data was collected for 164 youths: the total Juvenile Hall population of 134 youths (108 boys and 26 girls) and a random sample of 30 youths from a total of 50 in Log Cabin Ranch. Findings indicated 78% of youths were in custody for serious and/or violent offenses and that youths shared a multiplicity of personal, family and community risk factors.

While the data collection, interviews and literature review provided important recommendations, we developed a Comprehensive Action Plan for Juvenile Justice based first and foremost on a common sense response to the individual needs of San Francisco's youths assessed through a Placement Simulation Exercise. In this Simulation, 100 representatives from the Juvenile Probation Department (probation officers, counselors and administrators), law enforcement, schools, Department of Public Health, Department of Human Services, community-based organizations, youths, parents, a former juvenile court judge and former juvenile offenders, met in groups of 12 to 20 for 50 hours and made ideal placement recommendations on every youth in custody. In almost every case, the group came to consensus in their responses. Following only the needs of those 164 San Francisco youths, we arrived at a comprehensive continuum of care affirming our own later data analysis and most of the national research. More importantly, the process employed to develop the plan will enhance its implementation. The community stakeholders mobilized and developed a shared vision of what will work. Hence, our Action Plan.

The system is based on the concept of reciprocal restitution. Reciprocal restitution enables the offender to give back services and care to his/her community, and society to restore to its disadvantaged the development of skills and opportunities needed for legitimate and successful living. Everyone in the system will both give and receive. Community restitution will be incorporated into all program components in the system to enhance the youth's commitment to positive social values, to strengthen his/her sense of power and involvement in society, and to maximize the development of accountability. Reciprocally, society, through its collaborative agencies, community-based organizations, and businesses, will make restitution to the youths, their families, and neighborhoods which have been decimated for generations by poverty, providing them with the strengths and support needed to develop their resources and talents, and open doors for opportunities and access to the established economic and educational system.

It involves ongoing accountability throughout the system. At every level, from the youth offenders to every group and agency working with them, ongoing performance standards will be developed and outcome assessments performed.

Training and technical assistance are central to its success. If we are to hold individuals and agencies accountable for the consequences of their behavior, we must provide the training and technical assistance needed to help them achieve the results for which they will be held accountable.

Competency and character development underlie the system. While reduced delinquency and recidivism are important measures of the success of the juvenile justice system, our goal is not the mere absence of delinquent behavior, but also the presence of character, capacity, competency, and the opportunity to utilize positive behavior to benefit the individual youth and society.

Individual services target different communities: “surround services” focus early on serious offenders. The data indicate two distinct populations in the juvenile justice system. The first group, casual or “transitory” delinquents can be diverted from juvenile crime with community-based services. While casual delinquents represent the highest number of youths in crime (about 90%), they are responsible for only about 25% of the serious offenses. Through a Community Assessment and Referral Center, we will place these youths in specific programs geared to their individual needs and strengths. The second group, the serious, violent and chronic offenders, are only about 10% of all delinquents, but commit about 75% of all the serious juvenile crimes. Unfortunately, in most juvenile justice systems, these youths do not receive highly intensive services until they are advanced in their delinquency careers, are considered a high public safety risk, and placed in secure detention. We are developing intensive life-altering interventions to target this second group.

The Action Plan is presented as a Circle rather than a linear continuum to underscore our approach that the most intensive services should not necessarily follow the seriousness or chronicity of the offense, nor the restrictive nature of the sanction. Instead, our intensive interventions interrupt the cycle of chronic crime first at the earliest stage before delinquent behavior when early numerous warning signs exist; at a second point for offenders with a multiplicity of risk factors for becoming chronic offenders; and, again at the point where chronic offenders need a life changing residential program to avoid becoming adult offenders.

While the Action Plan represents a complete transformation of San Francisco's juvenile justice system, we are focusing immediate implementation on six particular interventions which are most urgent to fill the gaps in San Francisco's care system:

- (1) An Early Risk, Resilience, Needs and Strengths Determination Model;
- (2) A Community Assessment and Referral Center;
- (3) Life Learning Day Treatment Center;
- (4) A Safe Haven;
- (5) A Safe Corridor program; and
- (6) Life Learning Residential Center for Girls.

For each of these components a site has been secured, a detailed budget developed, a model studied and replication plan designed, and partnership teams formed. Each also has developed measurable outcomes and evaluation plans.

It is the City's intention to ensure this integrated multi-agency comprehensive approach will be implemented and become the norm for San Francisco's juvenile justice system.

I. INTRODUCTION

We have developed a Comprehensive Action Plan for Juvenile Justice based first and foremost on a common sense response to the individually assessed needs of San Francisco youth. While the second stage of our planning process involved collecting data, reviewing a myriad of reports and research (see Bibliography), and studying other model programs around the country, the first part of the planning process was, we believe, the most important one.

Getting outside of the political and theoretical framework that too often dominates this issue, we went directly to the youths themselves. We took a "snapshot" of everyone in secure custody on a given Tuesday (164 youths) by taking the information from their probation files, going to the other agencies that work with these youths ranging from social services through health, mental health and schools, and for three months, compiled all the information available on these particular juveniles. From this a fully fleshed-out picture of each youth and his or her "story" was developed. We then talked, confidentially, to all of the youths themselves.

Many things became apparent before we even sat down to discuss the youths and how to best respond to their situations. For example, out of 164 youths and the multiple files on each youth, only one line of one person's file mentioned their interests or strengths: One youth was active in sports. However, when we talked with the youths, they expressed some knowledge and a great deal of interest in learning about specific things ranging from vocational training to certain academics to music, art, and drama. Also, we were able to see how many times each individual agency assessed that youth and yet none of the assessments were shared. We noticed that a quarter of the youths had been taken from the home by the Department of Human Services earlier in their lives. We were stunned to find that more than half of these youths were simply "not in school". Some had not been in school for over a year or two. Almost all showed expulsion, suspension, violence, or other serious school problems in their files. Other things jumped out at us. For example, although this was not a question to be answered on any data collection form, it was nonetheless noted in the files of almost 60% of the youths detained that they came from crime-involved families. That is, they either had mothers, fathers and/or siblings who were or had been in jail or prison. And the percent would be higher if we removed from the data base those out of country and out of county youths on whom we had no data. That is not to say that the others did not come from crime-involved families, but simply that no overt notation was made on the subject.

Thus, before we even began to discuss a plan for dealing with these youths, certain common sense features of our model became clear.

1. We need a collaborative data sharing system to provide the early warning signs for future serious crime such as numerous family members going to prison, failure and serious problems in school, abuse and neglect and addiction at home. We need to have agencies be able to share information with one another early so that we know more, can intervene earlier with opportunities before we need sanctions, and also save on much needed resources by not having each department duplicate an assessment, the results of which are not known by the next person to work with the youth.

2. We need to develop a way of assessing not only these children's risks, problems and needs, but also their strengths, interests and competencies, and their resiliency. How can we develop the capacities that will buffer the risks if we have no way to know what the individual strengths of that youth are? Hence our first recommendation is to develop an Early Risk-Resilience and

Needs/Strengths Determination for youths before they enter the juvenile justice system. **We then need to develop early opportunity-based interventions for these youths at high risk for becoming serious violent and chronic offenders to develop their strengths to buffer the risks and strengthen their families and neighborhoods.**

We then proceeded to meet together in groups to discuss each youth and what the community consensus would be to respond to him or her. Because the entire community shares the responsibility for its children, we brought together a broad range of decision-makers for these "placement simulations". Included were probation administrators, Juvenile Hall counselors, and probation officers; police officers; public defenders, district attorneys; personnel from the San Francisco Unified School District; the city agencies working most directly with youths including the Department of Public Health (mental health), the Department of Human Services, as well as members from Community-Based Organizations, particularly from those neighborhoods with the most serious juvenile crime problems. Youths, former delinquents, parents, and a former juvenile court judge participated in some of the sessions as well.

By engaging so many stakeholders in this collaborative effort, we hoped to show that a diverse range of community representatives can develop a shared vision when it is based on the actual responses to each of our community youths who were in detention rather than on theoretical positions. As the methodology section of this report will discuss in detail, the group's response did indeed result in one voice, with a small range of differences in determining the priorities for action for each youth. This process led to another common sense feature of our model: The best way to determine the most appropriate placement geared to the youth is to bring together the key players in the community and assess the youth through shared information. **Thus, our second recommendation is the development of a Community Assessment and Referral Center for youths. The Center would have a team to individually assess, divert, book, provide crisis counseling, refer and follow up on youths brought to the Center.**

The Placement Simulations covered each youth's story in detail. The participants were asked what placement they would provide for the youth at the current moment of detention; when they would have first intervened in this youth's life and what that earliest intervention would have entailed; and, what aftercare plan they would provide following the current placement suggested. The group was asked to use a "best practice" plan to design the needed service. That is to say, we asked participants not to be limited by existing services, but to simply follow the need of each youth and design what they felt the best approach should ideally be. When the plans for each youth were put together, we found we had a comprehensive circle of services ranging from prevention through early intervention through intermediate sanctions through secure custody through aftercare. This "ideal system" was overlaid against existing San Francisco programs and services, gaps were identified, and the new programs we are recommending here are based on filling those gaps.

Interestingly, by following only the needs of those 164 San Francisco youths, we arrived at a similar comprehensive continuum of care recommended by our own later data analysis and by most of the national research literature. There are, however, some unique features which emerge: Whereas in most continuum of care models, the intensity of intervention follows the degree of criminal seriousness and repetitiveness, in our model intensity does not linearly follow crime severity. **We are recommending the most intense services be provided at two opposite points: 1. At the earliest stage of criminal involvement for those youths with multi-risk factors for becoming serious chronic offenders; and, 2. At the later point when they are already involved in serious chronic crime.**

To emphasize this different approach, we have designed our model not in a straight line continuum of care, from least to most intensive/restrictive, but in a circle. The point is to interrupt the downward spiraling cycle of poverty, lack of education, lack of opportunity, lack of positive involvement, lack of skills, despair, drugs, violence, and crime. We need to provide major life-changing interventions at continuous points of the circle. If we identify youths at highest risk for becoming serious chronic offenders early on and provide an intensive intervention for them, then hopefully numbers of youths will be interrupted from the negative cycle at the earliest point. However, for those who proceed to continue in criminal involvement, we can provide the same intense intervention, again in the community if warranted, or in a residential setting when they become public safety risks. At this point, we might stop them from becoming chronic offenders, and for those youth who fall through the net again, we can and should intervene yet again to interrupt the cycle before they become adult offenders. **The point is that the intensity of the involvement should not come at the end of the continuum but at key points in the youth's life to turn a negative cycle into a positive one.**

The details of these interventions and the policy framework which underlies them follows in our Action Plan. The Plan was developed first through the Placement Simulations discussed above. We refined the plan through data analysis including identification and prioritization of neighborhoods facing significant public safety risks, determining the times of juvenile crime, locating crime "hot spots", comparing those to areas of high and low community services, and through individual interviews with over 350 people involved in the juvenile justice system, as well as a review of the literature.

The problem in developing a Comprehensive Action Plan is not one of knowledge. Prior reports from Coleman Advocates for Children and Youth to Chief Probation Officers, from consultants through grand juries contain similar concerns and ideas. The experts and citizens alike agree. "Enough is known about the lives of disadvantaged high risk youths to mount an intensive campaign to alter the trajectories of these children" says Joy Dryfoos in her book Adolescents At Risk. "We know how to intervene to reduce the rotten outcomes of adolescents and to help break the cycle that reaches into succeeding generations," says Harvard University Professor Lisbeth Schorr. The problem is not in knowing or planning. The problem is in doing. What's most exciting about our Action Plan is the broad base of commitment to the "doing".

The problem in San Francisco has been in mobilizing everyone who is a stakeholder in the community to work together. The fact that this Action Plan was developed by over 100 people sitting together in groups of 12 to 20 individuals for over 50 hours is the most unique feature of this Action Plan. We agreed on responses we believe will work. **We now have to come together to build the capacity of what works, to collaborate with one another, to put aside our particular differences and emphasize our shared vision. We need to get past the naysayers, power seekers, and critics. We need to move beyond the theoretical and political either/or controversy of secure detention vs. community services into a balanced both/and approach. We need to balance and combine the focus on problems with a focus on strengths, the focus on risks with a focus on resources and resiliencies. We need to balance and combine the police and probation focus on youth accountability with the community-based focus on youth development. We need to provide these balanced combined approaches at every point of intervention, in the community and in detention.**

We fail our youths and our society not so much because of providing too much or too little detention: We fail our children and our society by providing too little meaningful and accountable intervention at any point to truly interrupt and stop cycle of crime and help them develop productive legitimate lives with real opportunities. We need to develop community

probation and bring probation officers into the schools and into the neighborhoods. We need to bring community workers into detention settings to provide systematic planned programs in those settings. We need to develop teams to work together at the different points of the circle to solve problems and enhance our youths' skills, their prosocial values and strengths and opportunities for healthy, productive, and legitimate lives.

II. POLICY FRAMEWORK

San Francisco's Comprehensive Juvenile Justice Action Plan is guided by several underlying principles:

1. Our new system is Balanced, Comprehensive, and Collaborative

We take a three-pronged balanced approach which ensures public safety, requires the juvenile to be accountable and make some kind of amends, and also provides the youths with the treatment and skill development necessary to lead productive and responsible lives.

Our system is not only balanced, but is also comprehensive and collaborative, involves all the stakeholders in the community in integrated teams. From the earliest point at which a youth is experiencing problems in the home and schools and in the neighborhood, these teams will come together to assess each situation and provide the appropriate services. In a continuum of graduated sanctions, responses will provide a wide array of resources with sanctions geared to fit the offense. They range from community-based supervision through intermediate sanctions through structured residential settings and secure custody. At every stage of dispositional options, collaborative teams will share the responsibility to interrupt the regular cycle and turn it around to spiral in a positive direction. Probation and police officers will be working as problem solvers in the community, in the schools, in newly developed Safe Havens and Life Learning Day Treatment Centers. Community-based organizations will be working together with city agencies such as the Department of Public Health, the Park and Recreation Department, the Department of Human Services, and the School District, working with families and neighborhoods as well as youths. The integrated teams will work in newly developed Life Learning Residential Centers, the first one to be developed at Hidden Valley for girls. All partners will also come together with the counselors in detention settings to provide daily planned structured services, geared to the youth's need and length of stay. Every youth who enters the system will leave it with something positive: some more ability and capacity and strength than he or she entered with, no matter how long or short they are in detention.

2. It is Based on the Concept of Reciprocal Restitution

Underlying this Comprehensive Action Plan is a philosophy which we are calling Reciprocal Restitution. This philosophy, which is one of the guiding principles of the Delancey Street Foundation, has been shown to be highly effective in helping juvenile and adult offenders stop criminal behavior and become positively invested in society. The offender gives back services and care to his/her community, and society restores to its disadvantaged the development of skills and opportunities needed for legitimate and successful living. No one involved in the system will only be a receiver. Everyone will be asked to both give and receive.

We are putting a formal and informal component of restitution throughout our system. Restitution has two aspects: requiring offenders to compensate victims directly (victim restitution) or to compensate the larger community through unpaid service (community service). Victim restitution will be formally utilized through such programs as Youth Court and Community Boards, in police diversion and informal probation. Community restitution will be incorporated into diversion programs and into all service programs geared to help youths address their needs and problems under this system. For example, if the youth is being tutored, when that youth achieves a fifth grade reading level, he or she will be asked to be a tutor's aide helping a youth who reads at the third grade level. If a youth is an excellent dancer, he or she will be asked

to teach another youth who might be socially awkward to dance. In order to enhance the youth's sense of commitment to positive social values as well as to strengthen his/her sense of power and involvement in society, and particularly in order to maximize the development of accountability, the youth's restitution, in which he or she is asked to give something back to others, will be made a component of every aspect of the system.

Reciprocally, society, through its collaboration of agencies and community-based organizations, will be making restitution to the youths, their families, and neighborhoods by providing them with the strengths and support they need to develop their resources, their talents, and to open doors for new opportunities. Much is made in the adult criminal justice system of the concept of "three-strikes-and-you're-out". To extend the analogy, it is critical that we begin to give our youths, families and communities, which have been decimated for generations by poverty and lack of opportunity, some "good pitches". The development of new opportunity-based interventions geared to develop strengths and legitimate entry into the established educational and economic systems, are central to this reciprocal side of social restitution.

While very few studies have been done on the effects of restitution and community service on offenders, the little research there is indicates positive effects on recidivism. One study evaluated experiments in four different American juvenile courts. Youths were given at random either traditional sanctions or restitution orders some of which included a community service obligation. In two of the four courts studied, juvenile offenders who were ordered to pay restitution or perform community service had lower recidivism rates than those given other types of sentences. In the third court, the findings were similar but the number of cases was considered too small to draw a strong conclusion. In the fourth court there was no difference in subsequent criminality.¹

The Delancey Street model has been grounded on reciprocal restitution for 25 years. Our clinical experience, and pre and post surveys of several thousand respondents, demonstrate positive effects on the self respect and sense of personal empowerment of the individual as well as on developing a sense of personal and social responsibility. We believe this underlying emphasis on reciprocal restitution throughout our juvenile system is unique, enhances accountability and positive social involvement, and will maximize the effects of reducing recidivism.

3. It Involves Ongoing Accountability Throughout the System

Our Juvenile Justice System is premised on the idea that people can change. Accountability, where we measure performance, gives us the handle on "what is working". If used correctly as feedback, children's lives can be rebuilt, programs can be modified and revamped, adult workers can be retrained and revitalized, and priorities and resources refined and re-utilized. At every level, from the youth offender through every group and agency working with them, ongoing performance standards will be developed, and outcome assessments performed.

Teaching youths to be accountable for their behavior is the basis for prosocial responsible living. It will be at the core of all programs we provide our children. Youths must learn to take the consequences of their behavior and be responsible, active participants in their own lives, their families, and their communities. Each service will delineate certain behavioral objectives, expectations and consequences for participating youths.

¹ National Institute of Justice Crime File Study Guide, "Restitution and Community Service" by Douglas C. McDonald.

It is equally important that we hold accountable the community-based organizations, the social service agencies, the law enforcement and probation personnel who work with our youths. For each of these, performance-based objectives will be developed, along with a system of formal evaluation, feedback, and consequences.

The American Probation and Parole Association (APPA) has adopted a model process of strategic planning and evaluation that relies on performance-based measures. The model calls for working with a representative cross section of staff who will be involved in developing the performance measures so that their input increases their investment in the process. The goal is to hold staff and the organizations themselves accountable for the quality of their work and for the results rather than just the frequency of their efforts. Being held accountable for results not only improves outcome, and earns greater respect and credibility with all audiences for the agency's work, but gives workers the kind of feedback that provides people more controls and therefore more motivation in what they are doing. Accountability will be held at every level throughout the organization, at line, managerial and administrative levels as well, and will be tied to training.

The model is based on a five step process: 1. clarify values; 2. define agency mission; 3. develop organizational goals clearly differentiating between long-term goals such as reduced recidivism and short-term objectives such as increased probation completion rate; 4. implement activities to meet the goals; and, 5. evaluate performance. This model will be adapted for all agencies and programs working with San Francisco youths.

4. Training and Technical Assistance Are Central to its Success

If we are to hold individuals and agencies accountable for their behavior, we must provide the training and technical assistance needed to help them achieve the results for which they are being held accountable. All too often, we expect children to behave a certain way despite the fact that no one has ever taught or role modeled that behavior.

Similarly, although certain numbers of hours are required for probation and counselor training, our interviews with personnel and reports such as the 1994 Mayor's Juvenile Task Force Report and the 1997 Juvenile Probation Department's Long Range Plan confirm that training is often not responsive to staff's needs, to particular goals and performance outcomes for which they are accountable, or geared to San Francisco's values and missions. This will be developed, along with training probation officers to perform the new functions of community probation as developed in our Circle of Care. Such training will include working as a team member in schools, in the Safe Corridor Program, and in the newly developed Assessment Center. Training will include components in utilizing objective formalized assessment instruments, monitoring the youths in the programs they utilize, and provision of case management referral functions, among other components. Counselors will similarly require training geared to working as part of the team with juveniles in detention, supporting educational, substance abuse prevention, culturally specific, and mental health programming, mediation and crisis intervention skills, among other components. Training will be followed up with a field training program.

To enhance motivation and underscore its importance, this special training should be held off facility grounds. Training will be provided on a regular basis with a defined calendar, and on-the-job training will include the opportunity to train trainers, thus providing leadership training, and will include cross-training as well.

5. Competency and Character Development Underlie the System

While reduced recidivism is an important measure of the success of a juvenile justice system, our goal is not the mere absence of bad behavior, but also the presence of character, capacity, and competency and the opportunity to utilize good behavior for the benefit of the individual youth and for society.

Beginning at the earliest point in our proposed Circle of Care, we are developing a Strengths Assessment Instrument so that the strengths, capacities and competencies of the youths, their families and their communities can be maximized. Competency is defined here as the ability to do something well that is valued by others. Our new services are geared not only to provide help with problems, but also to stress and develop strengths and capacities, teaching everything needed for a successful life. Services will be developed which are opportunity based: teaching and building competencies, and tying them to results: higher education, jobs on a career ladder, appointments to Boards, commissions. Additionally, traditional values of decency and dignity, caring for others, and developing principles and integrity will be essential elements of the programs emphasized. The focus will extend from the youth to include family, extended family and neighborhood. We will expand the RAP/CPI model in the Mission/Excelsior districts to develop the capacities of an entire neighborhood.

6. Particular Services Are Designed for Different Target Populations; New Early Focus on Surround Services for Serious Offenders

The data indicates two distinct populations who come into the juvenile justice system. There are those who, with limited services, will move past their involvement with juvenile crime and into productive lives. The majority of those youths can be diverted and turned around by community-based services. We call this first group "casual" or "transitory delinquents". While these "casual delinquents" represent the highest number of juveniles involved in crime (85-92%), they are responsible for only about one quarter of the serious crime committed. The second group of youth is smaller in number -- indeed research shows it to be only 8-15% of all delinquents -- but it is this group of serious, violent and chronic offenders, who commit about 75% of the serious juvenile crime. Unfortunately, in the majority of juvenile justice systems, these youths are not provided highly intensive services until they have reached a point in their delinquency careers where they are considered a high public safety risk and are placed in secure detention or residential care. Indeed, even in detention and/or residential care, they are often not receiving the kind of complete life-changing services they require to turn around their destructive behavior.

For the first population, "transitory delinquent youths", data shows the majority have offenses which do not require detention but need community supervision instead. We will assess, refine, and revitalize the wide range of community-based supervision programs in the county. Through a Community Assessment and Referral Center, we will target specific youths to specific programs geared to their particular needs and strengths. We will develop accountability measures for the youths and for the programs serving them. For the "transitory delinquent" youths whose situations do require out of home placements or whose crimes warrant custody, we will work to coordinate, formalize, organize and develop guidelines for the programs provided for them while they are removed from their community. Assessments of out-of-home placements, pre-approved movement between less and more structured group home programs, using the Life Learning Day Treatment Center in conjunction with them will be implemented. We will also help develop aftercare upon their release.

We are, however, concentrating our efforts on developing intensive life-changing intervention for the second target group: those youths at high risk of becoming serious, violent and chronic offenders and those who already are serious, violent and chronic offenders. Casual sporadic interventions are not sufficient for this target group. They require "surround services" which are intensive, continuous and encompassing.

There is important research on this population. For example, interestingly, the research indicates that the severity of the presenting offense does not predict whether the youth will continue on to be a serious, chronic offender. That is to say, one serious or violent offense does not predict that the youth will go on to future such offenses. Instead, there are a number of other risk factors which appear in combination, to predict multiple recidivism. For example, the Orange County Probation Department (1994) found that the chronic recidivist group averaged 3.25 problems each (such as dysfunctional families, failure in school, drugs) compared to between 1 and 1.7 problems for the "transitory delinquents" (1.74 problems for the low rate recidivist group and 1.16 problems for the non-recidivist youths). Similarly, OJJDP cites three longitudinal studies in Denver, Colorado; Rochester, New York; and Pittsburgh, Pennsylvania, which showed similar results. All three studies show that chronic, violent offenders not only engaged in multiple types of offenses, and had an early age for their first offense, but also participated in a variety of other problem behaviors such as dropping out of school, gang membership, gun ownership and gun use, teenage sexual activity, and parenthood. Children who witness and experience repeated acts of violence in the home are twice as likely to commit violent offenses themselves and the presence of additional types of problems show that multiple risk factors interacted with one another to produce higher levels of risk than just the two issues would suggest. For example, juveniles who had both delinquent friends and problem parents exhibited the highest level of involvement in serious delinquency, far exceeding the individual effects of either peers or parents. Other research by Elliot, Huizinga and Ageton, (1985,) as well as Hawkins and Catellano, (1992), indicate as well that multiple risk factors including individual problems, family problems, and community risk factors are important indicators of those who go on to become chronic offenders.

Our own portraits of San Francisco youths in detention confirmed these multiplicity of risk factors. Thus, in light of our own information taken from the profiles of San Francisco youths in detention, as well as a review of the national literature, we are proposing three important points of entry to interrupt the cycle of chronic crime.

The first involvement will be at the earliest stage before the youth becomes involved in the justice system when there are enough early warning signs that this youth is at such high risk in so many areas that he or she requires strength building interventions to buffer the multiplicity of risk factors. A new early warning data system of shared information from the schools, Department of Human Services, neighborhood community-based organizations and law enforcement will alert us to the target youths. At this stage, we will develop an assessment of the youths' strengths and match the youth to a capacity-building intervention which will strengthen the individual child, the family, and the community. If we can target these young minors with multiple problem profiles and design new, positive, opportunity-based strategies for them, then we will have interrupted the cycle at its earliest and most important point.

The second point of intervention will be for those early offenders who are at risk of becoming chronic offenders because of a multiplicity of risk factors in their lives. At this first or second offense stage, where the offender can be kept in the community, the intervention will focus on developing surround services: life-changing intensive personal family and community intervention. While juvenile justice models generally increase the intensity of services with the increased severity and chronicity of crime in a linear fashion, we are providing the most complete

and intensive services early for those with multiple risk factors for becoming serious, violent, chronic offenders. We will adapt the kind of complete daily "surround services" that are usually only offered in residential settings. Through "enhanced mentoring", case management, and full day treatment programs available from morning till night, we will attach individuals to the youth in a kinship fashion, provide academic and vocational training, and change the attitudes as well as the behavior of the youth. This intensive "surrounding service" will work not only with the youth but with their families and their communities as well. We will develop the Family Mosaic model to be extended to youths who don't have to be severely emotionally disturbed to receive these services. We will offer a pilot Safe Haven and Life Learning Day Treatment program where youths can develop their capacities and strengths, work on bonding and develop the support system and personal capability and resilience to buffer the risks.

We will utilize a team to include: 1. Former gang member, substance abuser, or serious offender who has been clean and successful for at least three years as a role model extended family figure to provide daily intensive bonding; 2. mental health for counseling and human service workers to provide wraparound services; 3. staff from community-based organizations to provide direct services; 4. probation officers to monitor programs, youths and families, and provide clear and consistent behavioral norms.

The third point of intervention will be for those chronic offenders needing a complete life-changing experience in a residential setting. Here we will adapt the kinship extended family model into whatever setting they are placed, ranging from drug programs to life-learning centers, to secure detention. In an extended family setting, the youths will learn to develop a sense of responsibility and accountability, positive values and attitudes, as well as academic, vocational, life and communication skills. At this stage, the intervention is geared to interrupt that cycle before the youths move into adult crime.

III. PROFILE AND SIMULATION PLACEMENT STUDY

A. PROFILE STUDY

1. METHODOLOGY

A profile study was completed of youth who were in custody in County juvenile detention facilities (Juvenile Hall and Log Cabin Ranch School) on October 22, 1996. Data was collected on a total of 164 youths: the total Juvenile Hall population of 134 youths (108 boys and 26 girls) and a random sample of 30 youth (from a total of 50) in Log Cabin Ranch School (LCRS). Data for the profile study was collected from probation files, court records, and school assessments. The San Francisco Department of Public Health provided medical and mental health data on each youth. (See San Francisco Juvenile Justice Action Plan Source Book for Youth Profile Coding Sheet and Mental Health and Medical Youth Survey Forms.) A modified version of the Colorado Security Placement Instrument, recommended by the Office of Juvenile Justice and Delinquency Prevention in the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Offenders*, was used to determine the appropriate level of supervision.² (See San Francisco Juvenile Justice Action Plan Source Book for Juvenile Placement Instrument). The life history of each youth was reviewed by a broad range of stakeholders in the juvenile system to determine ideal placements for them. The profile is presented here by facility and a separate profile on only girls in the sample is included at the end of this section.

2. KEY FINDINGS

Youths currently in custody in San Francisco juvenile detention facilities are committing serious and violent offenses (78 %). Moreover, youths typically share a common set of risk factors that include: a perpetually unstable living situation (50 % live with someone other than a biological parent); 90% have serious school problems with 50% not being in school form dropping out or expulsion; history of substance abuse (over 70 %); and, over half (56%) come from documented crime involved families.

Fifty-two percent of the youths have at least one prior felony conviction. However, the number of sustained felony petitions understates the level of prior delinquency. Felony charges are often reduced and result in misdemeanor convictions; over 70% of the youths have at least one prior misdemeanor conviction. Furthermore, most youths have numerous prior bookings into Juvenile Hall (nearly 80 % have at least one prior booking) and repeated prior contacts with probation that have resulted in no consequence or intervention (an average of four prior contacts). For many youths, their first several referrals to Probation are counseled and closed by the Probation Department or no action is taken because the District Attorney's Office declined to file a petition, usually due to insufficient evidence or a reluctant witness.

Differences exist between the boys and girls in custody in Juvenile Hall. Girls are younger, more likely to be in out of home placement or living on their own, and more at risk of substance abuse, school failure, and teenage parenting.

² The Colorado Security Instrument was modified to eliminate scoring data that was not collected in our sample (mental health out-patient care) and substitute specific questions addressed in our questionnaire (substance abuse, educational issues, mental health history).

3. SUMMARY OF PROFILE

The following information summarizes the key points of data. Detailed profile tables are provided in Appendices A and B.

- Forty-three percent (57 cases) of the youth are in Juvenile Hall pre trial; 28% (37 youths) are awaiting disposition; 14% (19 youth) are awaiting out of home placement. Youths who are awaiting out-of-home placement do not require secure housing. Currently there is only one option for boys for pre placement shelter (eight beds at the San Francisco Boys and Girls program). Pre placement beds, in a non secure setting, need to be developed for both boys and girls.
- Thirty-six percent (36%) of the Juvenile Hall sample (48 cases) and 40% (12 cases) of the Log Cabin sample are in custody on a serious persons offense (robbery, assault, murder, and sex offenses.) Drug offenses accounted for around 22% of the cases for both sample groups. Property offenses (auto theft, burglary, possession stolen property) account for 18% of the Juvenile Hall cases and 20% of the Log Cabin cases. Probation violations (truancy, curfew, no association) account for 7% of the Juvenile Hall population and 10% of the Log Cabin commitments. Ten youths (7%) are in Juvenile Hall and one youth (3%) is in Log cabin due to placement failures.
- Three percent (3%) of the youths in Juvenile Hall (4 youths) have sustained charges and are awaiting transportation to their country of residence outside the United States. San Francisco County is unique in that it always has a group of young offenders in custody who are undocumented or whose citizenship status is uncertain (15% - 26 youths). Youths who are undocumented and have been convicted of a felony (almost always drug related) are, for the most part, returned to their country of legal residency (in these cases Guatemala or Honduras). Commonly this type of youth comes to San Francisco to sell drugs and has no ongoing involvement in the City and hence no information is available on them. They have never been enrolled in school, have a current offense of drug sales, and are living independently with no parent or relative in San Francisco.
- Nine youths (7%) in Juvenile Hall are being housed on a sustained 707 (b) petition, or have pending 707 (b) petitions (2 cases), or the case has been transferred to Federal court (1 youth). These youth are housed in Juvenile Hall for extended periods of time. (One youth has been in Juvenile Hall for 459 days.) The average length of stay in Juvenile Hall is 33 days. Those youths with 707 (b) cases will most likely be housed in Juvenile Hall for at least a year and require full life learning in custody services that are designed for this length of stay.
- Thirteen youth (9%) are young offenders ages 12 or 13. However, for the most part, these are not first time, less serious offenders. (Only two of these cases are first time offenders with no prior referrals or convictions.) This type of youth share the same risk factors as the whole group (drug use, school failure, violence, living instability) and over half have at least two prior probation referrals or a sustained felony conviction. In addition, over half (7 youths) are detained on a felony charge (robbery, ADW, drug sales, auto theft). Though younger, these youths require an intensive level of intervention. In fact, the placement simulations recommended Life Learning Day Treatment for these juveniles.

- Thirty-five percent (46 youths) of the youth in Juvenile Hall and 66% (20 youths) of the youth in Log Cabin Ranch School are 17 or 18 years old. Unless a youth is sentenced to the California Youth Authority, Probation services are terminated when a youth turns 18. The vast majority of these cases have either completely dropped out of school or are severely behind their grade level in academics. Many also have been living independently prior to incarceration. Services that provide vocational training and emancipation skills need to be available for youths past their eighteenth birthday. Four of these youth also have children. A total of 11 youths (7%) in the profile had children or were pregnant girls.

Legislation needs to be developed to allow Life Learning residential services to be offered to these youths starting at 17 and be able to continue to address their needs as youthful offenders until the age of 25.

- Forty-nine percent of all the youths in the profile do not live with one or both parents. This included 24 youths (15%) who are living independently. Fourteen percent (23 youth) are living in a group/foster home. Twelve percent (20 youths) live with another family member (grandparent, aunt/uncle). Twenty-two percent (36) of the youth have a sustained 300 petition in their record. It is also true that information on living situations is often deceptive; it is quite common for youth who reportedly live with a parent to not stay in their homes for repeated segments of several days, and often their whereabouts are unknown during these periods.

Youths in San Francisco are experiencing circumstances that either result in a placement by a public agency (probation or DSS) or frequently are finding alternative living situations without any formal intervention. An early risk warning mechanism needs to be developed that identifies youth with these risk factors and links them to an appropriate intervention.

- Ninety percent of the youths (151) have serious school problems, dropout (37%), expulsion (13%), suspension (8%), violence (5%), truancy (24%).³ Information on academic status is incomplete. (No academic information is available for 43 youth - 25%). It is the policy of the San Francisco Unified School District to complete a current grade level assessment on all youth booked into Juvenile Hall who stay at least three days. This assessment is not part of Probation records. For the 121 youths with academic information, 17% (21 youths) have a special education designation, 14% (17 youths) failed all school courses at their current school, 12% read at the 3rd grade level or below, 17% (21 youths) attend a community or continuation school.⁴ Many other have learning disabilities, no high school credits, a serious emotionally disturbed designation, need ESL programs, or have been assessed as needing a non-public school setting. One youth has completed high school and two youths have received their GED. At this point, length of stay in Juvenile Hall is not considered when developing educational plans for youth. Many youth with serious offenses remain in Juvenile Hall for over a year while their cases are adjudicated (ten youths have been in Juvenile Hall for at least 100 days on our sample date). This information needs to be shared with school officials responsible for developing educational plans for youth. Profile data clearly demonstrate the need for a high quality educational approach for youth in detention geared to their length of stay.

³ In most cases youth had multiple school problems. For the figures used in this report, only the most serious issue is counted.

⁴ Only the most significant academic issue is counted for each youth.

- Fifty-six percent (92 cases) of the youth in the sample come from crime involved families. This included youths whose parent(s) were in jail or prison or had a prior criminal record or a sibling with a prior criminal conviction. (The number of youths from crime involved families is under reported due in part to the fact that in a substantial number of cases the whereabouts of one or both parents is unknown, and it is not a stated question in the reports.) Youth from crime involved families needs to be part of the early warning data that is used identify risk and provide interventions for families and youth at the earliest possible point.
- Substance abuse is an issue for nearly all the youths in custody. Seventy-two percent (72%) of the youth (118 cases) have a history of substance abuse. This figure increased to 83% for youths in Log Cabin. Profile data and interviews with Health and Probation Department staff identified the need for a medical detox for youth.
- Seventy-one percent of the youths (116 cases) have identified mental health issues, i.e., conduct disorder, in need of counseling, suicidal, on medication, depression. This data was provided by the County Health Department Special Programs for Youth (SPY). SPY could only locate mental health charts on 115 of the 164 youth in the profile. Mental health staff recorded a conduct disorder if indicated in SPY records or if the youth had three or more admits to Juvenile Hall. Nine youths have prior psychiatric hospitalizations. No special in custody housing exists for youth with acute psychiatric problems. The only in-patient option for youth who require this type of care is McAuley's at St. Mary's Hospital. However, this program does not provide the long-term secure treatment setting that may be necessary for many youths. A special housing unit with mental health staffing would more effectively deliver services to this population. Youths with severe mental health needs are often extremely disruptive and require intensive staff involvement when housed with the general Juvenile Hall population.
- Profile results demonstrate that out-of-home placement (includes group homes, foster care, residential treatment facilities) is used for significant numbers of youth. On the day of our sample, 12% of the youth were awaiting placement. Thirty-seven percent (50 youths) of the youths in Juvenile Hall and 27% (8 cases) of the youths in Log Cabin have at least one prior placement. In addition, 14% (19 cases) of the youth in Juvenile Hall have at least three prior placements. (Three youth have nine prior placements and one has 14 prior placements.).

Clearly, youths running from placement is an issue to explore in detail. The numbers involved indicate a problem that goes beyond the individual youths, and requires an assessment of the placements themselves. Further, the system could be developed as a step graded system where youth start in a loosely structured program and move up to a more structured setting if they are not successful. Youth should automatically move up and down within the group home system, without involving the court, depending on what is happening with the youth. The Juvenile Justice Commission will be one of the team participants in developing this process.

- Thirty percent of the total sample (49 cases) are identified as gang involved. This figure significantly under reports the number of youth who are gang involved. This information is collected solely from Probation reports. No information on gang involvement was available for over 50 % of the youth. Probation identifies a youth as gang involved if he/she self reports gang involvement, is arrested in a gang type offense, or is involved in gang type incidents while in custody. Confidential interviews with the youths themselves indicated a significantly higher percentage of gang involvement.

The totality of problems shared by youth require programs that provide an intensive, life skills intervention. A highly structured community-based day treatment program could be an option for some who now are placed out of home. Other youth, who are a more significant risk in the community, require a long term, life skills residential program. Neither one of these programs currently exists.

4. TYPICAL LOG CABIN CASE

Almost all the youth (29 out of 30) from the Log Cabin sample are violent or serious offenders. A “typical” youth has numerous prior contacts with the juvenile justice system and, in almost every case, some serious violent incident. It does not appear that Log Cabin is being used as a sanction for a broad range of offender types. In fact, youths are generally in the same age group, have similar criminal histories and share common risk factors/treatment needs: 83% have a history of substance abuse; 47% have dropped out of school; 67% have at least one prior felony conviction; and, 53% are known to come from crime involved families. Some institutional violence, usually fighting in Juvenile Hall or other out of home placement, also occurs among this group (37% have at least one recorded incident of institutional violence).

Two-thirds of the Log Cabin cases are 17 or 18 years old. For the most part, youth are not placed in Log Cabin for a prior out-of-home placement failure. Almost 75% have no prior placement and only one youth has a commitment offense of placement failure. In short, Log Cabin currently serves older, violent offenders with substance abuse problems, a record of school failure and, for many, likely gang involvement (33% in the files reported gang affiliation).

Clearly this population requires intensive life learning skills including academic and vocational training. While there is positive energy and good will in the current director of Log Cabin and among some counselors and teachers, there is great frustration among all because of the lack of structured comprehensive programming.

5. PROFILE OF GIRLS

Twenty-six girls were in Juvenile Hall the day of the profile study. A comparison of boys and girls in Juvenile Hall reveals key differences particularly involving age and out-of-home placements. (See Appendix B for profile tables sorted by gender for complete comparison data.) Girls housed in Juvenile Hall are younger than boys. Thirty-four percent of the girls are 14 years old or younger compared with only 17% of the boys. Nineteen percent of the girls are 17 or 18 compared with 38% of the boys. (No Log Cabin cases are included in these figures). There are also differences in ethnic representation: twelve percent of the girls in Juvenile Hall are Hispanic compared with 29% of the boys; 31% of the girls are white compared with only 6% of the boys.

Differences in the living situation and out-of-home placement history also exist. Girls are more likely to have been in placement prior to incarceration: 31% were in a group home/foster care compared with only 13% for boys. (No girls were in a residential treatment facility compared with 5% of the boys.) Similarly, girls are more likely to be in Juvenile Hall awaiting placement (27% compared with 11%) and are more likely to have had at least one prior out-of-home placement (54% compared with 33%). Six girls (23%) in Juvenile Hall are runaways from another state. In most cases the Probation Department will attempt to return this youth to a family member out of state.

Thirty-eight percent of the girls had never been booked into Juvenile Hall compared with 22% for boys. Though there are fewer prior delinquent contacts, the types of offenses committed by girls are similar to boys: persons offenses account for 31% for girls and 33% for boys; drug offenses account for 23% for girls compared with 22% for boys; property offenses account for 19% for girls compared with 18%. However, none of the 707(b) offenders are girls.

Other important risk factors are also more common among girls: there is a higher dropout rate (46% compared with 31%) for girls and a slightly higher history of substance abuse (73% compared with 69%). In addition, probation reports indicate that nearly 40% of the girls in Juvenile Hall (10 youth) are rape victims or were sexually abused. However, incidents of sexual abuse are significantly under reported. In fact, confidential personal interviews with the girls indicated this figure is much higher. Additionally, the Probation Department estimates that 78-80% of the girls are victims of sexual abuse. Twenty-three percent (six cases) of the girls have a child or are pregnant.

B. SIMULATION PLACEMENT STUDY

1. METHODOLOGY

Daily meetings were held to review the life history of each youth developed from the profile data to determine the ideal placement for each. One-hundred seventeen (117) youths from Juvenile Hall and 30 youths from Log Cabin are included in simulation results⁵. No youth currently in the community on probation caseloads are included in the simulation.

Meeting were attended by representatives from the Probation Department (included supervision staff, counselors and administration), the District Attorney's Office, the Public Defender's Office, the Public Health Department, the Department of Human Services, police, and representatives from community-based agencies identified by youths' interviews as being effective. Youths, former delinquents, parents, and a former juvenile court judge also participated. Placement decisions were based upon the ideally most appropriate placement, not on the basis of what facility and program placements currently exist.

Three separate recommendations are made for each youth: the "ideal" intervention at that point; the earliest point of intervention in a youth's life; and, at the earliest point of intervention, the type of intervention/services necessary.

In almost every case, the recommendations for programs and services for each youth are remarkably consistent among all participants, and fall within a similar range of services. The range of responses have been collapsed into categories.

2. SUMMARY OF IDEAL PLACEMENTS

In the majority of cases, participants in the simulation recommended programs that currently do not exist locally. To address the totality of their needs, nearly all youth in Juvenile Hall (75%) are recommended for a highly intensive and structured type of intervention (see tables 1 and 2). Participants wanted new accountability standards developed for all agencies and community programs that serve youths and recommended that programs should be evaluated based on outcome measures. Interventions recommended in this simulation exercise form the basis of the new comprehensive Circle of Care we will implement. Detailed descriptions of the program components to be developed are found in section IV.

- Residential Life Learning Program - a long term highly structured, life learning residential program is recommended for 40% of the Juvenile Hall cases (47 youth) and 50% of the Log Cabin cases (15 youths). Participants described this program as a campus-like facility offering a range of vocational, education, and counseling services from one year to 18 months in duration. Key components of the life learning program include job training, substance abuse counseling, gang prevention and structured aftercare. Nearly 50% of the girls are recommended for a residential life learning program. Moreover, a specific recommendation was made for a regional girls program, located at the Hidden Valley facility, that would serve Northern California counties, and offer these same set of components.

⁵ Seventeen youth who were in Juvenile Hall are excluded from the simulation study because they are from another county (6), state (4), or country (7), and will not be placed in programs in San Francisco County. However, they were discussed in the simulations.

Furthermore, participants were concerned that the current legal restrictions prevent youth and young adults from accessing juvenile justice system services past the age of eighteen. A key target population of youthful offenders are between the ages of 17 and 25. Since many juveniles needing long-term residential programs are 17, and since program funding stops at 18, programs are unable to provide long-term services to this population. To address this issue, it is recommended that program regulations be modified to enable older youths to benefit from local programming. Under existing law, the only long-term option for youths who are seventeen or eighteen years old is a commitment to the California Youth Authority.

- Life Learning Intensive Community-Based Intervention - an intensive Life Learning, community-based day treatment intervention program is recommended in 34% of Juvenile Hall cases (40 youths) and nearly 27% of the Log Cabin cases (8 youths). Thirty-eight percent of the girls are recommended for this program. Most participants described this as a school day program, with a small class size, targeting youth with a multiplicity of problems including documented school problems, and family problems. Services and activities would also continue into the evening hours and include job training, emancipation skills, and substance abuse and mental health counseling, and enhanced mentoring (attached person) to essentially provide “surround services” to program participants. Family needs would be assessed and when appropriate support services provided including an expansion of the Family Mosaic model to youth without an SED designation. Some youth could be placed in temporary or short term housing and also participate in the intensive day treatment intervention. A range of positive activities to build on a youth’s strengths was recommended to enhance protective factors. Participants also wanted safe places in the community for at risk youth where they could go afterschool and receive help with homework, recreation, social support, and discipline.
- Incarceration - the incarceration category includes commitments to Log Cabin, California Youth Authority, or a secure mental health facility and is recommended in 13% of Juvenile Hall cases (15 youths) and 17% of the Log Cabin cases (5 youths). No girls were recommended for incarceration. Youths placed in incarceration had the same program needs as youths in the Life Learning Residential Program; however, due to their high risk behavior and public safety concerns now require secure housing. For youths with acute mental health problems, a locked treatment facility (or unit in Juvenile Hall) is recommended to more effectively deliver services to this population.
- Community Based Supervision - For some youths, slightly over 3% of the Juvenile Hall cases, a combination of community-based supervision options can be used to ensure that the youth is staying at home, attending school, and involved in positive activities in the community. Participants emphasized the need to develop support services for parents and care givers. This included a process that would identify family needs and attach people to the family to insure they were provided with the necessary help. These support services need to include kinship services and an enhanced mentoring program that would provide a long-term, positive role model in a youth’s life.
- Structured Short Term Programs - In almost 10% of the Juvenile Hall cases and close to 7% of the Log Cabin cases, a structured, short term group home type program is recommended for youths with specialized needs, such as drug treatment or diagnosed mental health issues. A graduated group home system linked to a day treatment program would allow these youths to move back and forth from more structured placement to less structured placement to the community depending on their adaptability to the program.

- Aftercare - Structured aftercare services to successfully transition youth back to the community are recommended for all youth placed in residential programs (Intensive Life Learning) and incarceration (75% of the Juvenile Hall cases and 83% of the Log Cabin cases). Aftercare functions as prevention for the most serious offenders after completing long term programs. Services for youths recommended as part of an aftercare program include continued independent living skills, job training and placement, parenting skills, linkage to continued educational opportunities, substance abuse counseling, and specialized counseling services targeting sex offenders and youths with incidents of arson.

Table 1: Simulation Placements by Gender - Juvenile Hall Only

Recommended Placement	Girls		Boys		Total	
Intensive Life Learning Residential	10	48%	37	39%	47	40.2%
Intensive Comm. Base Intervention	8	38	32	33	40	34.2
Incarceration	0	0	15	16	15	12.8
Short Term Program	3	1	8	8	11	9.4
Community Base Supervision	0	0	4	4	4	3.4
Total	21	100%	96	100%	117	100.0%

Table 2: Simulation Placements - Log Cabin Only

Recommended Placement	Total	
Intensive Life Learning Residential	15	50.0%
Intensive Comm. Base Intervention	8	26.7
Incarceration	5	16.7
Short Term Program	2	6.7
Total	30	100.0%

3. EARLIEST POINT OF INTERVENTION

Participants identified the earliest point of intervention that may have prevented future involvement in the juvenile justice system. Overall, participants agreed that the system did not intervene early enough with the intensity of services required. In many cases families should be identified and provided supportive services prior to the youth entering the system.

Key risk factors that indicate the need for early and family-focused interventions are found in all cases. For example, ninety percent (90%) of the youths had serious school problems, over 20% had sustained DHS petitions, and almost 60% came from crime involved families. Many other youths had long periods where they stayed away from their homes and/or were victims of violence or abuse, or other family trauma. Identifying early warning signs was viewed as an opportunity to intervene into the broader family situation. In many cases, this involved helping teenage parents, or supporting grandparents who had taken on the responsibility of caring for their grandchildren, or assisting families who are trying to resettle in this country.

In fact, in most cases, there was an overlapping of risk factors, such as a parent who was crime involved and has a drug problem, and a child with a school record of early truancy. The purpose was to intervene as early as possible and, determine the next point of intervention if the first chance was missed. For example, a drug addicted mother was recommended for pre natal intervention; however, if this did not occur or was not effective then another intervention should occur, e.g., at contact with DHS, or when school problems emerged (see tables 3 and 4).

Developing an early warning data sharing system involves the sharing and linking of information, or more simply, developing a central information system that links key data currently not stored in one place. The problem is exacerbated because the sharing of information across departments and, in some cases within departments, currently does not occur in any consistent way.

- For over 40% of both the Juvenile Hall and Log Cabin cases intervention was recommended at the point a family was identified as being crime involved. At that point the youth is a potential risk for delinquency and services should be directed to the youth and family. Multiple intervention points are common for this group; for example, in 10% of these cases intervention could have occurred at a later point when DHS services are necessary.
- For almost one-third of the cases in Juvenile Hall (32%) and Log Cabin (30%) the earliest point of intervention was indicated when school problems emerged. Again, this is frequently early truancy but is also indicated by behavioral problems in school resulting in suspensions, school transfers, expulsion, or academic failure.
- For 10% of the Juvenile Hall cases and 13% of the Log Cabin cases, contact by an outreach worker from a community-based agency would be the best opportunity for intervention. This contact would occur by outreach workers who are known in their communities. Contact ideally occurs prior to school problems, before more serious problems develop, when workers, for example, can assist to resettle families who recently came to this country.
- For over 8% of the Juvenile Hall cases and six percent of the Log Cabin cases, prenatal and/or perinatal intervention is recommended. In these cases, parents have documented drug problems or are in jail or prison at the time of the child's birth. The cases usually have overlapping points of intervention such as crime involved parents or DHS involvement.
- In over eight percent of the Juvenile Hall cases and almost 7% of the Log Cabin cases, intervention is recommended at DHS involvement when severe neglect or abuse is occurring in the home.

Table 3: Point of First Intervention by Gender - Juvenile Hall Only

First Intervention	Girls		Boys		Total	
School Problems	6	29%	31	32%	37	31.6%
Crime Involved	6	29	30	31	36	30.8
Outreach Worker	1	5	11	11	12	10.3
Crime Involved or DHS	2	10	10	10	12	10.3
DHS	3	14	7	7	10	8.5
Pre natal or Crime Involved	1	5	3	3	4	3.4
Pre natal	2	10	2	2	4	3.4
Pre natal or DHS	0	0	2	2	2	1.7
Total	21	100%	96	100%	117	100.0%

Table 4: Point of First Intervention - Log Cabin Only

First Intervention	Total	
Crime Involved	10	33.3%
School Problems	9	30.0
Outreach Worker	4	13.3
Crime Involved or DHS	3	10.0
DHS	2	6.7
Pre natal or DHS	1	3.3
Pre natal	1	3.3
Total	30	100.0%

4. TYPE OF INTERVENTIONS

Once a point of intervention had been identified, participants recommended the types of intervention necessary. Culturally appropriate services are a necessary element to all interventions, particularly those that work in homes with families with recent immigrant groups. Recommendations are collapsed into three categories (see tables 5 and 6): Tables 7 and 8 link the earliest point of intervention with the corresponding type of intervention recommended.

- Surround Services: Enhanced Mentoring/Family Strengthening - recommended in 70% of Juvenile Hall cases and 60% of Log Cabin cases. Services that are part of Enhanced Mentoring/Family Strengthening include: programs that attach a reliable adult to youth and who would then be a constant in the youth's life and help him/her build resiliency; resettlement programs; mental health counseling; grief therapy; outreach workers; and family preservation. These services are primarily opportunity-based to build the capacities and strengths of the family and youth and provide opportunities for success, e.g., jobs.

- Temporary Placement - recommended in around 25% of both the Juvenile Hall and Log Cabin cases. This intervention involves providing specific services to address youths' needs while working to resolve family problems.
- Help Mother Early - recommended in 5% of the Juvenile Hall cases and 13% of the Log Cabin cases. Provides pre natal and perinatal care to drug addicted mothers, linkage for youths to Head Start programs and other pre-school activities, connecting the mother to drug treatment programs, and involvement of a public health nurse.

Table 5: Type of First Intervention by Gender - Juvenile Hall Only

Type of Intervention	Girls		Boys		Total	
Enhanced Mentoring/Family Strengthening	15	71%	67	70%	82	70.1%
Temp Placement	4	19	25	26	29	24.8
Help Mother Early	2	10	4	4	6	5.1
Total	21	100%	96	100%	117	100.0%

Table 6: Type of First Intervention - Log Cabin Only

Type of Intervention	Total	
Enhanced Mentoring/Family Strengthening	18	60.0%
Temp Placement	8	26.7
Help Mother Early	4	13.3
Total	30	100.0%

Table 7: Point of Intervention by Type of Intervention - Juvenile Hall only

Point of Earliest Intervention	Type of Intervention Recommended			Total
	Mentoring/Family Strengthening	Temporary Placement	Help Mother Early	
School Problems	35	0	2	37
Crime Involved	25	1	10	36
Outreach Worker	12	0	0	12
Crime Involved or DHS	3	1	8	12
DHS	3	0	7	10
Pre natal or Crime Involved	3	1	0	4
Pre natal	1	3	0	4
Pre natal or DHS	0	0	2	2
Total	82	6	29	117

Table 8 : Point of Intervention by Type of Intervention - Log Cabin only

Point of Earliest Intervention	Type of Intervention Recommended			Total
	Mentoring/Family Strengthening	Temporary Placement	Help Mother Early	
Crime Involved	5	2	3	10
School Problems	9	0	0	9
Outreach Worker	3	0	1	4
Crime Involved or DHS	0	0	3	3
DHS	1	1	0	2
Pre natal or DHS	0	0	1	1
Pre natal	0	1	0	1
Total	18	4	8	30

IV. MAPPING OF JUVENILE CRIME AND YOUTH SERVICES BY NEIGHBORHOOD

A. METHODOLOGY

As part of the effort to develop a comprehensive, multi-agency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment and incarceration of juvenile offenders, it was necessary to:

- identify and prioritize the neighborhoods, schools, and other areas in the community that face a significant public safety risk for juvenile crime, and
- identify existing law enforcement, probation, education, mental health, health, social services, drug and alcohol and youth services resources which specifically target at-risk juveniles, juvenile offenders, and their families.

A broad array of data was collected, including arrest reports for the past five years on every juvenile, and incident reports for the past five years on juvenile victims of crime.

For each record, the following information was included: date of incident; address of arrest or incident, demographic information on victim and/or perpetrator; type of crime/incident; time of day of occurrence. This data was obtained from the San Francisco Police Department and the San Francisco Controller's Office.

Community assets data most relevant to the target youth population was also collected from a variety of sources. Community assets included on the maps are:

- All San Francisco Unified School District schools
- All public and private agencies funded through the Children's Fund Allocations from the Mayor's Office of Children Youth, and Their Families (MOCYF)
- Juvenile Justice Programs funded by the Mayor's Criminal Justice Council (MCJC)
- Juvenile Probation Department Contracts with Community Based Organizations
- Health, mental health and substance abuse public and private agency programs

Programs funded through the Children's Fund, the Mayor's Criminal Justice Council, Juvenile Probation and Department of Health Community Substance Abuse are described in detail in the Community Resource Guide of the Local Action Plan.

Map boundaries include census tract boundaries or well-established neighborhood boundaries.

If the public or private agency is only funded through one of the following sources (Children's Fund, MCJC, Probation, Health, Mental Health, Substance Abuse, San Francisco Unified School District) it is categorized using one of seven categories:

- Early Childhood
- Family Support
- Youth Development
- Health
- Mental Health
- Substance Abuse
- Schools

If the public or private agency is funded from more than one source or it receives two grants from the same source for different programs, it is categorized using one of two categories:

- Multiservice (can include funds from any two or more of above sources)
- Multiservice Health (can include two or more health, mental health and substance abuse only)

Some health/mental health and substance abuse oriented programs can fall under multiservice if the program is funded through a source such as the Children's Fund as well as the Health Department. Programs outside the City and County of San Francisco who serve San Francisco youth are not listed.

Maps show macro information, e.g., concentration of services, but not issues such as services directed to a particular age group.

B. KEY FINDINGS

- Juvenile crime in San Francisco is concentrated in a few census tracts. There is bi-polar distribution of crime (even within census tracts). Neighborhoods either have little crime or neighborhoods have a high incidence of crime. From a planning point of view this data argues for allocating resources where there is high crime and limited community resources. Crime distribution also argues strongly for community-based interventions targeting specific neighborhoods. Not surprisingly, crimes are concentrated in low-income areas of the city. The Mission has the highest volume of juvenile crime, followed by Bayview Hunters Point, the Western Addition, and the Tenderloin.
- Analysis of crime patterns revealed that youths (10 to 17) are most likely to be involved in crimes in the daytime immediately after school between 3 PM and 4 PM when they are out of school but before parents come home from work. Night curfews are not a solution. Children need to be provided with structured and supervised activities in the period immediately after school and during summer vacations.
- There was more crime during school hours (noon to 2 PM) for youths under 18 years of age than in the later evening hours (9 PM to midnight). Youth are leaving school and are both perpetrators and victims of crime during these hours. It is critical to get youths to school everyday and keep them there.
- Efforts should be directed at organizing residential neighborhoods in identified youth violence "hot spot areas" to provide safe corridors for youth to and from school, particularly along Mission Street.
- There is not a particularly good fit between neighborhoods with low or high crime and neighborhoods with extensive or limited services. For example, the Western Addition has high crime and more community services than other neighborhoods. Data argues for developing pilot projects with strong evaluation components in target neighborhoods as well as developing accountability standards for existing community-based programs related to crime reduction.
- Three neighborhoods have been identified as having a significant public safety risk for juvenile crime and where there is service need but also demonstrated neighborhood capacity to participate in major pilot projects to work on significantly reducing juvenile crime and violence: Tenderloin, Bayview Hunters Point, and Mission/Excelsior/Outer Mission.

CRIMES INVOLVING JUVENILES: 1996

- Planning Area Boundaries
- ☆ Youth-related Crime Location



n = 12,803 (85% geocodable)

SOURCE: SFPD RMS

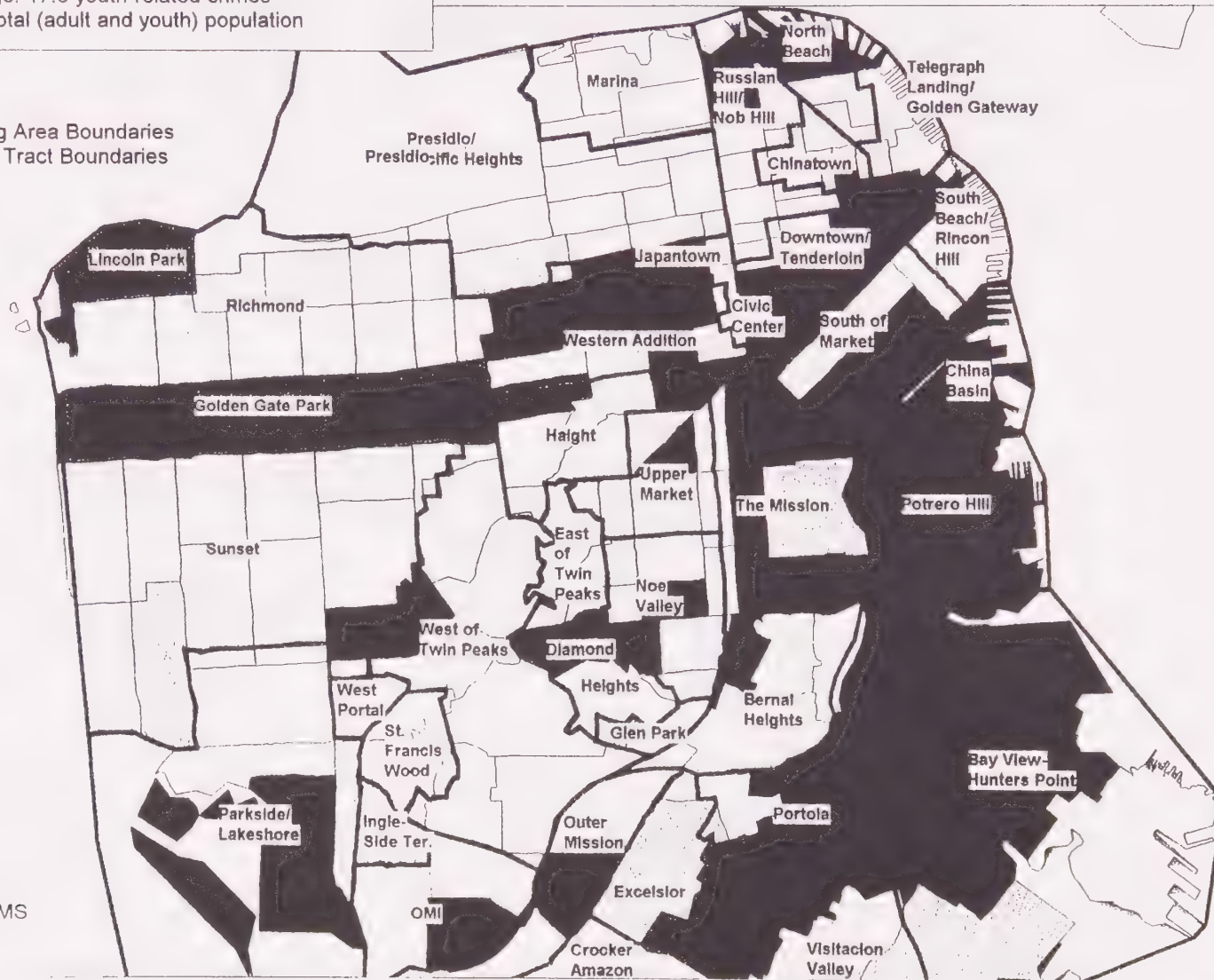
Prepared by Resource Development Associates
3/97

**Crimes with juvenile involvement per 1000 population
by census tract: 1996**

- More than 40% over city average
- 20% - 40% over city average
- Within 20% of city average
- 20% - 40% under city average
- More than 40% under city average

City Average: 17.3 youth-related crimes
per 1,000 total (adult and youth) population

— Planning Area Boundaries
— Census Tract Boundaries



n = 12,803
SOURCE: SFPD RMS

Crimes with Juvenile Suspects: 1996

Crimes per square mile by census tract

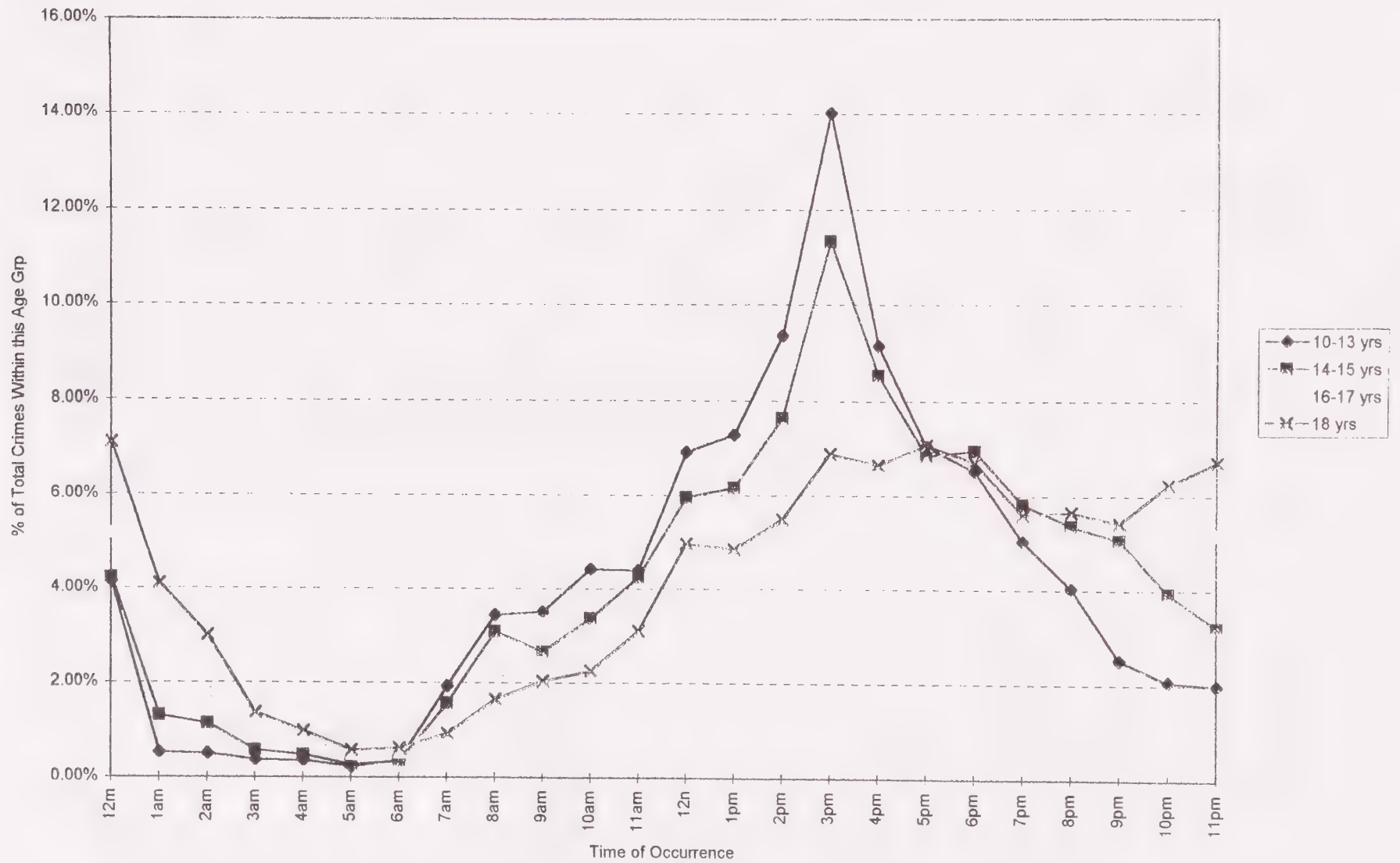
- More than 40% over city average
- 20% - 40% over city average
- Within 20% of city average
- 20% to 40% under city average
- More than 40% under city average

City average for 1996: 223
youth-related crimes per sq. mile



n=12,803
Source: SFPD RMS

Crimes by Age of Delinquent and Time of Occurrence



Persistent Youth Crime Hotspots in San Francisco: 1993-1996

A "hotspot" was defined as a face block with 6 or more crimes with youth involvement per year in each year between 1993 and 1996.

--Between 1993 and 1996, San Francisco had 53,599 youth-related crimes, of which 45,378 (85%) were geocodable.

--Of San Francisco's 15,937 blocks, 6,142 had a geocodable youth crime during this period.

--138 blocks counted as persistent crime hotspots--less than 1% of all blocks. These 138 blocks tallied 13,918 youth-related crimes during this period, 30.7% of all geocodable youth-related crimes.



Community Assets: City- and County-funded Public and Non-profit organizations

- ☆ Youth Development
- ◆ Mental Health
- ⊕ Health
- Early Childhood
- ⌵ Substance Abuse
- ⌚ Family Support
- ⌚ Schools
- ⊕ Multiservice, Health-related
- ⚠ Multiservice



Community Assets: City- and County-funded Public and Non-profit Organizations

- ☆ Youth Development
- ◆ Mental Health
- ⊕ Health
- Early Childhood
- ⌵ Substance Abuse
- ⌵ Family Support
- ⌵ Schools
- ⊕ Multiservice, Health-related
- △ Multiservice

Downtown- Tenderloin

Area of Detail



**Community Assets:
City- and County-funded Public
and Non-profit Organizations**

- ☆ Youth Development
- ◆ Mental Health
- ⊕ Health
- Early Childhood
- ⌵ Substance Abuse
- 🏠 Family Support
- 🎓 Schools
- ⊕ Multiservice, Health-related
- △ Multiservice

Bayview-Hunters Point

Area of Detail

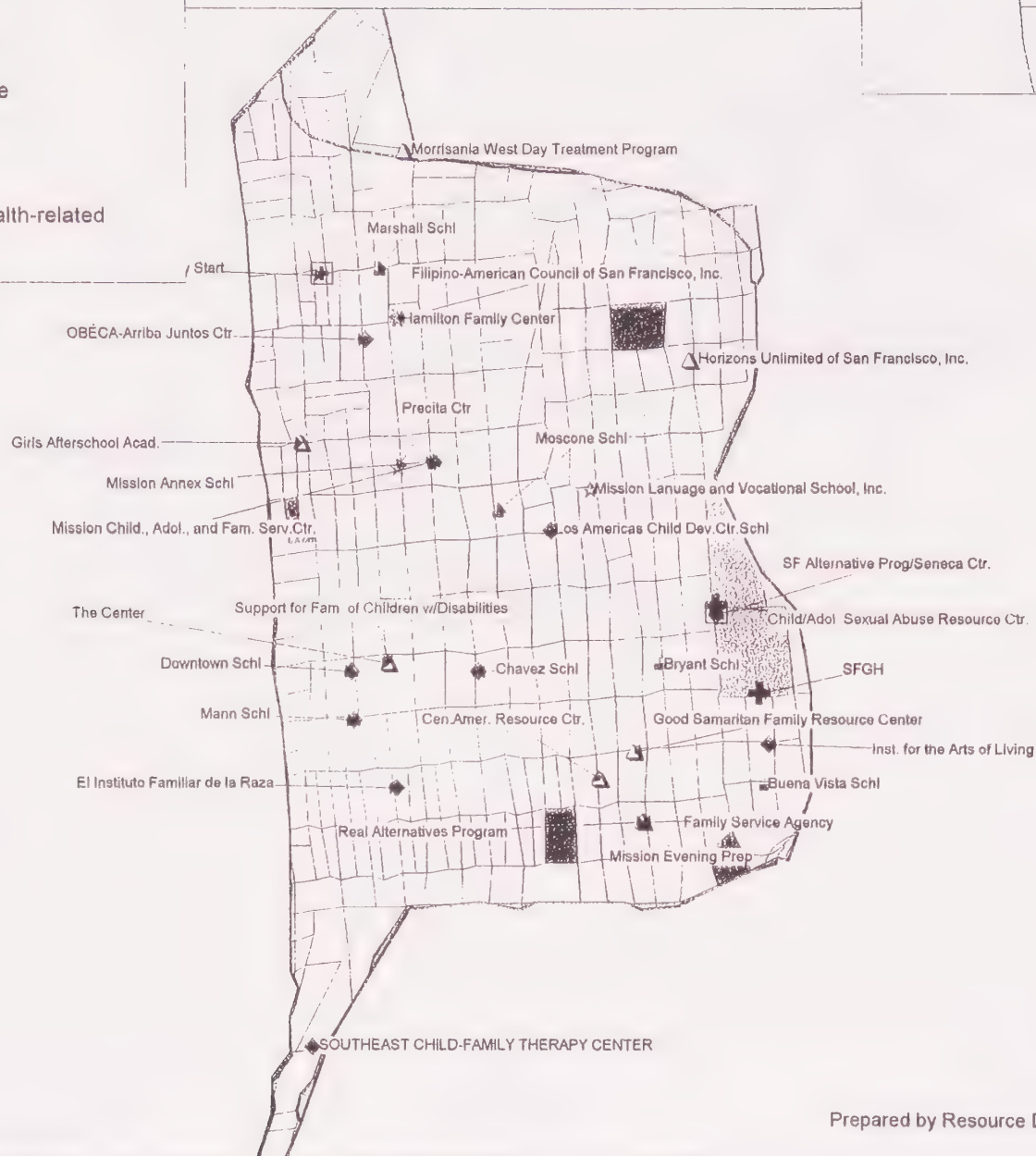


**Community Assets:
City- and County-funded Public
and Non-profit Organizations**

- ☆ Youth Development
- ◆ Mental Health
- ⊕ Health
- ⊗ Early Childhood
- 🍷 Substance Abuse
- 🏠 Family Support
- 🎓 Schools
- ⚙️ Multiservice, Health-related
- ⚠️ Multiservice

The Mission District

Area of Detail

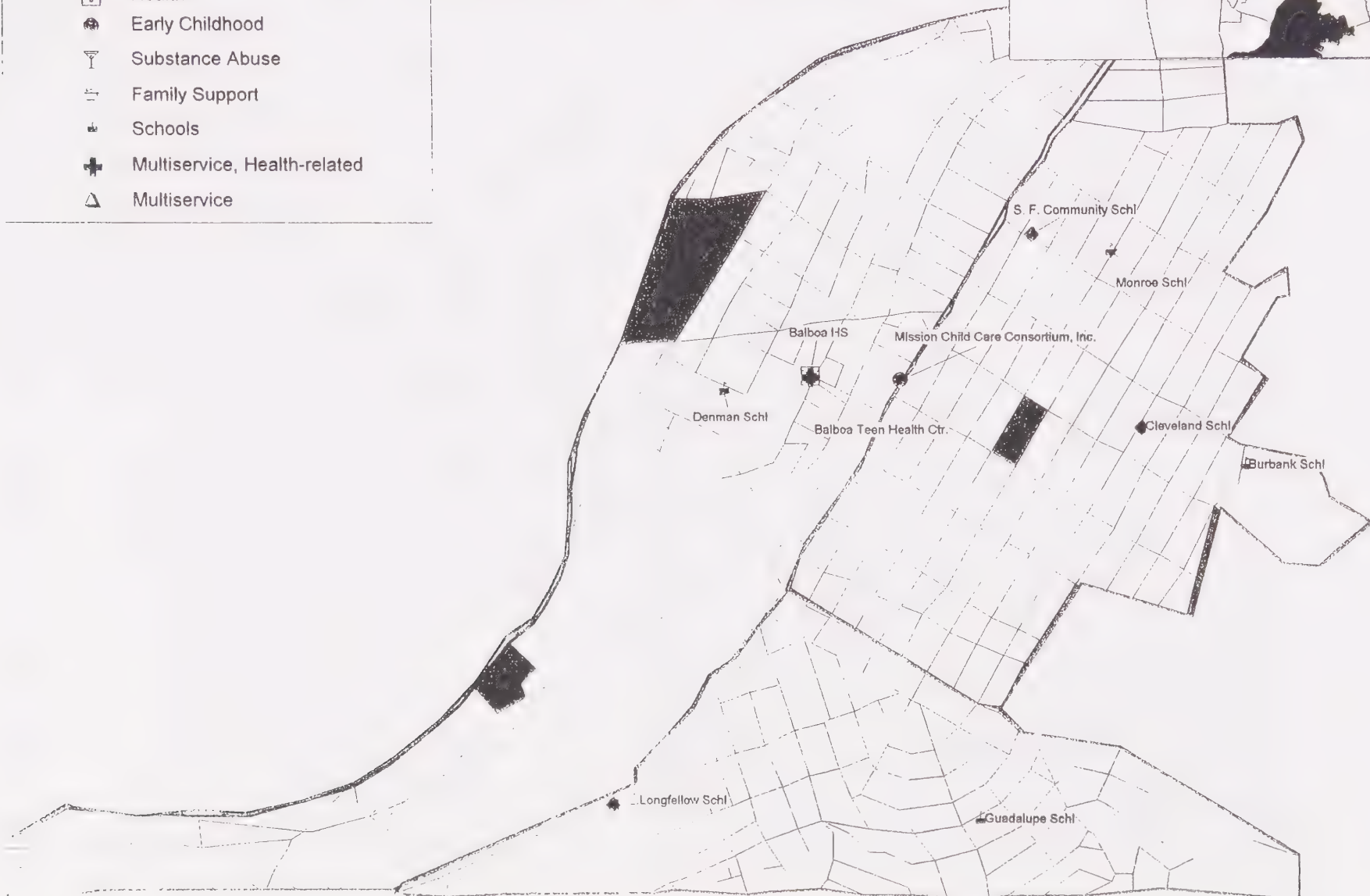
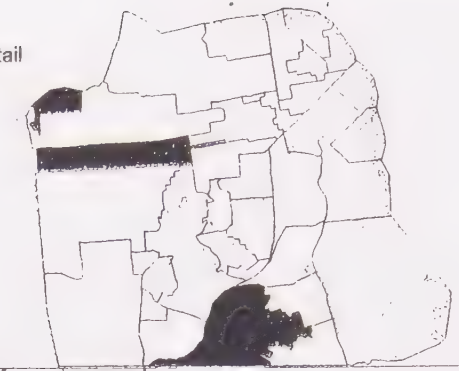


**Community Assets:
City- and County-funded Public
and Non-profit Organizations**

- ☆ Youth Development
- ◆ Mental Health
- ⊕ Health
- ⦿ Early Childhood
- ⌵ Substance Abuse
- ⌵ Family Support
- ⌵ Schools
- ⊕ Multiservice, Health-related
- △ Multiservice

Outer Mission/Excelsior Crocker-Amazon

Area of Detail



V. ACTION PLAN OVERVIEW

The Circle of Care which follows provides an overview of San Francisco's Juvenile Justice Comprehensive Action Plan. The arrows delineate the cycle from the least to most restrictive intervention, back to least restrictive as aftercare programs intersect prevention to avoid the youth's downward spiral to more serious violent chronic offenses.

The Action Plan is presented as a circle rather than a linear continuum to underscore our approach that the most intense services should not necessarily follow the seriousness or chronicity of the offense, nor the restrictive nature of the sanction. Instead, we propose to interrupt the cycle of chronic crime by providing major life-altering interventions at continuous points of the Circle. The intensity of involvement will occur at critical periods of the youth's life, transforming a negative cycle into a positive one.

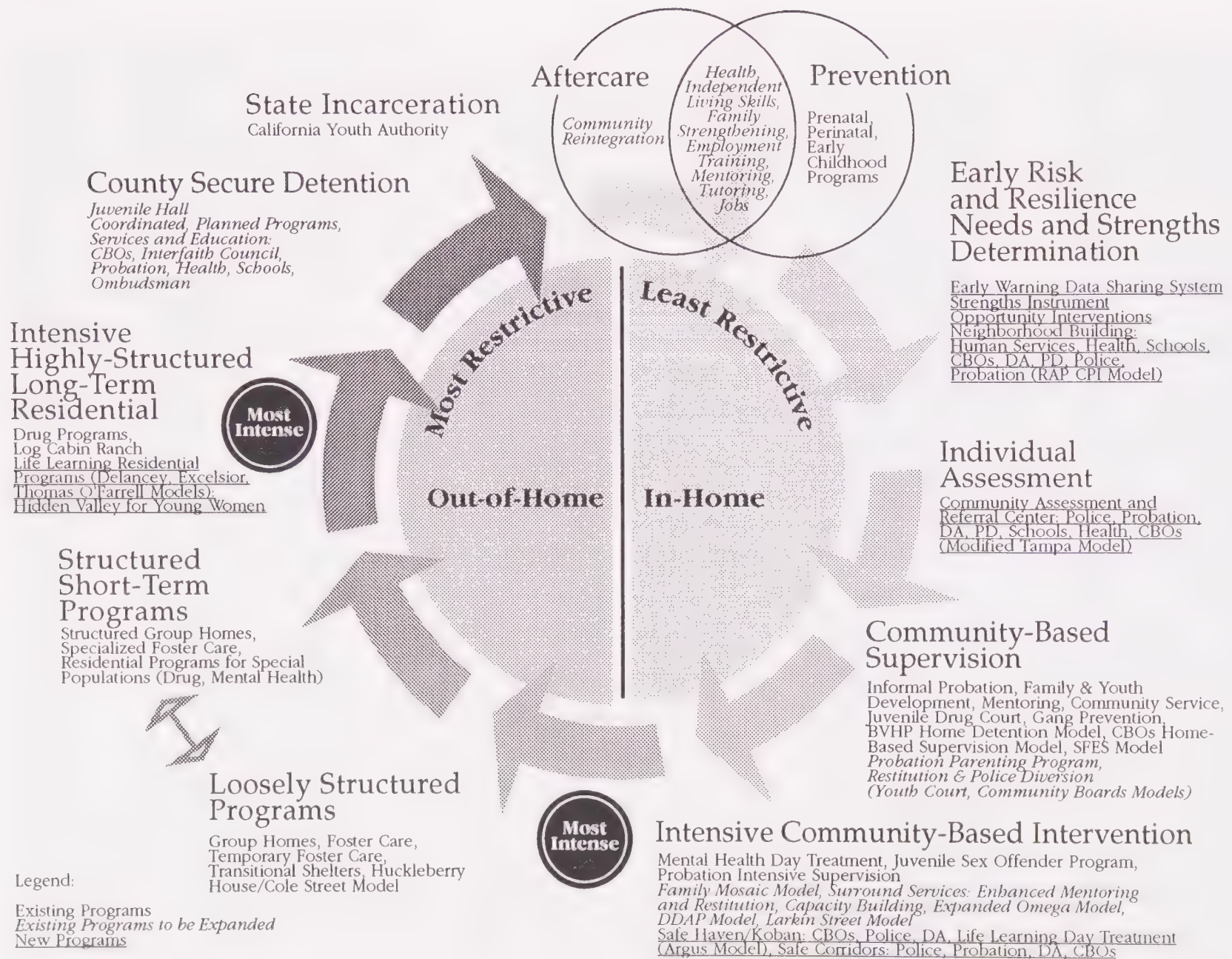
The first involvement will be at the earliest stage before the youth becomes involved in the justice system. Prevention assessments will detect early warning signs that the juvenile is at such high risk in so many areas that he or she requires strength-building interventions to buffer the multiplicity of risk factors. Positive opportunity-based strategies will be offered for these targeted minors, their families and neighborhood.

The second point of intervention will be for those already in the justice system who are at risk of becoming chronic offenders because of the multiplicity of risk factors in their lives. For these offenders with multiple risk factors, we are adapting the kind of complete daily "surround services" that are usually only offered in residential settings. In the Circle of Care, the offender will be kept in the community with intervention services to provide daily, intense, life-changing programming.

The third point of intense intervention will be for those chronic offenders needing a complete life-changing experience in a residential setting. Here, we will adapt the kinship extended family model into whatever setting youths are placed.

The Action Plan represents a complete transformation of the juvenile justice system in San Francisco. It is an ambitious undertaking. Ultimately, the plan is to implement all components of the Circle of Care. Implementation will be approached in phases. These phases are coded on the Circle.

Programs in green represent some key programs currently existing in San Francisco and which we are not revising at this time. These programs may require revision or expansion, such as the foster care and group home system, but this work will be deferred until the final phase of implementation. Described in red are existing programs which will be expanded or revised, and for which additional resources must be secured. We will seek local, state and federal funding as well as private foundation and business money to expand these programs. For example, we need to construct a new juvenile detention facility in San Francisco to provide appropriate space for therapeutic programming and classification options for detained youths. Planning work for a new facility as well as work to improve the programming at Juvenile Hall will be accomplished during the second phase of implementation. In blue, we have delineated the programs identified through our study to be most urgent in filling the gaps in San Francisco's care system, programs focusing on serious offenders or those at high-risk of becoming serious, violent or chronic offenders. Detailed descriptions of these programs which will be immediately implemented follow in Section VI.



VI. DESCRIPTIONS OF PROGRAM COMPONENTS IN CIRCLE OF CARE

A. EARLY RISK RESILIENCE, NEEDS AND STRENGTHS DETERMINATION

Site: Police Activities League Building, 3309 26th Street, San Francisco

The facility is provided as an in-kind match by the P.A.L. The building has recently been completely remodeled. The downstairs area includes a reception area, a small weightlifting room, separate restrooms and locker rooms for males and females (handicapped accessible), and a gymnasium area where judo is practiced. The upstairs area includes a large general purpose room and a large office area and computer classroom. The building is 2300 square feet, and in good condition, frame construction with the entire building sprinkled. The building is free of any toxic or hazardous materials.

Hours: 2:00 PM to 6:00 PM

Cost: \$434,424 a year for each of the three years.

Target Population

Youths with multiple risk factors for becoming serious violent chronic offenders.

There has been research on delinquency which has consistently defined a set of risk factors at the community, family, and individual level as early identifiers for future delinquency (Elliot Huizinga and Ageton, 1985). Hawkins and Catellano (1992) have empirically identified risk factors and used them as a foundation for the development of prevention activities in their Communities That Care (CTC) risk prevention model. They include the following risk factors:

1. Community Risk Factors: The availability of drugs and firearms and the norms that support their use, community disorganization and low attachment and commitment to traditional institutions, extreme poverty and transience.
2. Family Risk Factors: Multi-generational involvement in crime, substance abuse and school dropout; poor parenting practices and/or high levels of family conflict; and parental attitudes and behaviors that condone such activity as delinquent behavior or substance abuse.
3. School Risk Factors: In the early elementary grades these factors include anti-social and aggressive behavior, failure, and lack of attachment to school; in early adolescence it includes disruptive behavior, truancy, and suspension.
4. Individual and Peer Risk Factors: The withdrawal from conventional social norms; rebelliousness; lack of bonding with anyone positive; association with peers who have similar problem behavior and anti-social attitudes.

Program Purpose

The same research which defines risk shows that there are protective factors which may buffer the effects of risk exposure. These protective factors include individual protective factors such as

intelligence, positive social orientation; social bonding such as bonds with teachers; and, social development factors such as healthy beliefs. The prevention model developed by Hawkins and Catalano emphasizes the need for community intervention designed to strengthen the protective factors and mitigate the influence of the risks particularly operating in the family and community. Their model is a public health model attempting to influence a total community environment and adopts a long-term perspective. The CTC goal is to change community norms and they take as their first step in this community prevention effort conducting a community risk and resources assessment to identify the risk factors faced by the community sub-groups and determine how much of an impact current programs can have on those risk factors.

However, while the CTC model tries to conduct a survey to look at community standards on such issues as substance abuse, school policies on assaultive behavior, etc., the most glaring omission in this area seems to us an assessment of the youths' individual strengths, interests, and resources. Clinical experience shows us that the most chronic, violent and serious offender still maintains some strengths and capacities that can be found and developed. We believe if we do not enhance the capacities and develop productive valued opportunities for youths to utilize their talents and strengths and become productive, then no sanctions alone will ever be sufficient to turn their lives around and stop their chronic involvement in crime. Thus, we see the importance of assessing strengths and developing strength-based opportunity interventions as critical to our continuum of care model.

There are three primary goals of our early Risk and Resilience, Needs and Strengths Determination Program:

- Adapt the CTC model, assess the risks and resilience of an entire San Francisco neighborhood (the Mission/Excelsior District) and develop positive social norms and strengths in that neighborhood. The Mission District currently has the highest levels of juvenile crime in the city.
- Identify through data sharing early warning signs in children who, because of individual, family, and/or community factors are at high risk for becoming serious, violent, chronic offenders; and,
- Develop a Strengths Assessment Instrument that will allow us to target particularized programs geared to provide opportunities for these youths to develop their own strengths, as well as to strengthen their families.

Partnership Team

The first goal of adapting the CTC model to a neighborhood will be implemented with RAP/CPI, a coalition of programs working together in the Mission/Excelsior District. The second goal of early identification of highly at-risk youths for chronic offenses will involve a team of the San Francisco Unified School District, the Department of Human Services, Police Department and Juvenile Probation Department, and neighborhood service organizations with assistance from Public Defenders and District Attorneys. The third goal, the Strengths Assessment Instrument and development of opportunity-based interventions involves interns from San Francisco State University and from the Graduate School of Psychology at Golden Gate University, and technical assistance and evaluation from the University of California, Berkeley's Institute for the Study of Social Change.

Program Design

The CTC model, adapted for community-wide risk and resilience, will be implemented within six months. Utilizing the RAP/CPI model, a coalition of programs working together in the Mission/Excelsior District, implementation managers and volunteer coordinators will work with all agencies and core institutions in the neighborhood to develop the capacities, strengths and positive attitudes of the neighborhood. See Appendix D for a detailed chart of this neighborhood coalition model. The second goal, of providing a unified database of youths at high risk for becoming serious, violent and chronic offenders will be implemented within ten months. The SFUSD will provide information on early school failures, suspensions, and significant school problems; the Department of Human Services will provide information on family abuse and neglect and other high risk factors; police and the legal system will provide information on other family members who are convicted of crimes; neighborhood organizations will provide information on high risk factors within the families with whom they work. The information will be coordinated into an early warning system and will be used only to assist youths and their families with interventions that are developed as opportunities not as sanctions. Safeguards will be developed to protect confidentiality and avoid labeling or any official entry into the justice system. The importance of having information from all these participants in one place is critical to the system's ability to identify youths and their families at the earliest possible point.

The third goal, which is to develop a Strength Assessment Instrument to be ultimately utilized to develop opportunity-based services which are targeted to develop and utilize these youths' strengths will be implemented in different phases.

Evaluation

The evaluation will be conducted by Dr. Troy Duster and his associates at the Institute for the Study of Social Change at the University of California at Berkeley. The evaluation will address the following:

The effects of community-based prevention utilizing an adapted Communities That Care model. This will involve pre and post intervention assessment in the targeted communities of a) neighborhood attitudes and b) a test for the reduction in recidivism rates for the neighborhood. Using police and probation records we will establish a community baseline in terms of arrests, offenses, and juvenile detention. Then, by monitoring those in the area on probation, we can assess the percentage who re-offend while on probation. Following identified youths in the probation database we can determine yearly rates of recidivism for the juvenile population in the treatment area. We can compare pre and post juvenile incidence data in the areas with a targeted intervention with pre and post intervention rates in the areas where no special early intervention is implemented.

For the targeted community areas, we can assess changes in community attitudes among two community segments. There will be community representatives from schools, probation, community-based organizations, police, and social service providers and there will be the less well-organized community segments of other family members, parents, resident associations, and adults within the specified area of investigation. A key area of change, if the intervention is successful, will be a shift in community values and activities towards greater support for school and education-related activities, an increase in negative attitudes towards criminal and gang or gang-related behaviors and increased support for supporting and mediating activities and organizations including community-based organizations. According to a review of experiences in other communities with multigenerational participation in crime and gang-related activities,

change should be accompanied by increases in positive support for non-criminal activities and behavior and decreases in support for crime and gang-related activities and affiliations.

Use of early risk factors to predict delinquency in those youths who are identified in the intervention areas through cooperation of probation, schools, social services and community-based organizations will be evaluated.

Using a Risk and Protective Factor Scale to be developed out of the review of the previous 150 cases of youths in detention and from active case management of the Mission/Excelsior youth population -- we will "score" all of the youths reviewed for risk and protective factors. We will then be able to use a chi-square test to help determine whether those in the lowest quartile of risk differ in statistically significant ways in terms of arrests, juvenile offenses and school disciplinary events, from those in the highest quartile of scores on the Risk and Protective Scale.

The third evaluation component will take place on the Strengths Assessment Instrument and the ultimate development and efficacy of opportunity oriented interventions designed to develop these strengths. The evaluation will measure the absence or reduction of delinquent behavior and the ability to develop positive behavior, skills, values and attitudes in programs following the strength assessment.

Since no intervention will take place on these youths for ten months, an opportunity exists to determine if such risk factors are indeed predictive of future serious delinquency. We will help to answer the question of whether risk assessment technology can actually serve as a legitimate predictor of serious delinquency.

Building on What Was Done. Making Risk Assessment/Risk Factors Active

The planning grant process provided a grounded inter-agency assessment of juveniles in custody at Juvenile Hall and Log Cabin. It clarified the fact that risk is embedded in the family, school, and community networks of youths in the system, clarifying both the structural character of risk and the need for early intervention which focuses on both risk and strengthening (protective) factors. The multiple agency contacts/files provides a empirical foundation for building assessment protocols and scales for risk and protective indicators for youths -- prior to their entry into juvenile custody.

Some areas like family involvement in criminal justice, school attendance, and prior status as a ward of the court are indicated as major risk factors. The evaluator will work with team partners to create rating protocols for the number and severity of risk and protective indicators. It will then apply these scales to the treatment and the non-treatment populations. This will provide for a test of the power of the early risk and strength factor rating scale as a predictor of criminal and other risk behaviors.

Interviews and Observation with Stakeholders

In the constant struggle to develop and implement initiatives addressing the needs of young people an important voice is often missing - that of young people themselves. Only rarely are young people involved in policy decisions - their participation generally limited to single, short term initiatives. Adults, particularly those associated with institutions such as schools, churches, and law enforcement, are often unaware of the ways in which power shapes their relationships with young people. Young people in contrast are often acutely aware of their own powerlessness and invisibility. One of the most important tasks of this intervention and evaluation will therefore be to ensure young people are given a voice much as they were given a

voice in the current and prior studies conducted by Delancey Street on youths in custody at the Juvenile Hall and Log Cabin.

Young people will be treated not simply as recipients of a service but as agents of change, and their views, perceptions and beliefs explored through a range of complementary measures including focus group discussions and interviews. One of the goals of this evaluation will be to ensure the views of all groups are represented. During activities designed to build strength interventions, this focus will involve conducting focus group interviews and locating key informants for interviews with youths, their parents and family members, teachers and school staff, and the representatives of a range of agencies and organizations which have mandates to serve the at-risk school age population in Mission/ Excelsior.

The goal of this task is to make use of interviews, focus groups and observations to develop an assessment of the problems, concerns, practices and experiences of different stakeholders, with the goal being the identification and activation of individual, family, school and community sources of strength and resilience among the at-risk population of 4th to 10th graders. Beginning with an assessment of student experiences and concerns - we move on to meeting with teachers and school staff, parents and family members, and local community groups and agencies. This process will support the intervention and provide an assessment of changes in individual and community attitudes in support of resistance to criminal and related risk-behaviors and affiliations.

Determining Community Resources and Deficits (Strength Resources and Needs)

New approaches to school change point to the need for schools to work with other community resources to address the needs of older elementary school and middle school youths and their families. This task involves an assessment of community resources that are theoretically available, but there is always a *local* talk determining which links or arrangements are necessary to engage these resources. Community partners are needed to address issues of health, mental health, drug and alcohol abuse, public safety, transportation to and from the school site, educational support services, training and employment for family members. This portion of the evaluation will determine the actual role and activities of potential community partners in the strengthening intervention.

B. COMMUNITY ASSESSMENT AND REFERRAL CENTER (CARC)

Site: Tenderloin YMCA, 220 Golden Gate Avenue

The facility use will be provided as an in-kind match by the YMCA. The building is the oldest YMCA on the west coast and includes nine stories. One complete story provides the space to be utilized for the community assessment and referral center. The facility also includes over 100 hotel rooms, some of which can be used for youths needing emergency shelter, emergency medical care, and/or residential detoxification. The facility includes a family meeting room, private rooms for individual assessment interviews, rooms for individual counseling, and a space that can be converted into a booking area.

Hours: 24 hours a day, 7 days a week. During key hours, all team members will be present; during off hours, at least one on-duty counselor will be available with other team members on call.

Cost: \$827,410 each year.

Target Population

Youths 12 to 17 who are taken into custody by police including truants and delinquents from four high-crime San Francisco neighborhoods: the Tenderloin, Chinatown, the Mission and Bayview Hunters point.

Program Purpose

To provide a single point of entry for assessment, service integration, referral, booking, crisis intervention and monitoring.

Partnership Team

The program will be operated by a community-based organization which will operate the co-located residential detox, emergency and time-out facility. A Partnership Coordinator will manage the efforts of all agencies involved. The team will involve police, probation, mental health, schools, service providers in the neighborhood, and the district attorney and public defender to develop assessment center procedures, ensure due process, and protect juvenile rights. In addition to personnel from the aforementioned departments, internship commitments have been made by the Graduate School of Psychology from Golden Gate University and Youth Development Specialists from the newly formed Marion Edelman Wright Center at California State University at San Francisco. Because Golden Gate University commenced on the site of this particular YMCA in 1853, it is a particularly meaningful partnership.

Program Design

The data generated from the Local Action Plan indicates the need for a central intake point for youths who have been taken into custody to receive comprehensive assessment. This center will improve case management and treatment, make efficient use of law enforcement, juvenile justice and treatment resources, avoid unnecessary detention, enhance information sharing across agencies, and better monitor system performance. The Office of Juvenile Justice and Delinquency Prevention had information collected on juvenile assessment efforts in eight different communities across the country. San Francisco's Community Assessment and Referral

Center (CARC) borrows some elements from these different centers and adds some unique features to fit San Francisco's needs as well. Participating agencies will work closely with the CARC Design and Detail Team.

The program will provide assessment, diversion, central booking, case management, recommendations, referrals, and follow up. San Francisco's assessments will focus on psycho-social functioning and screen for learning disabilities and auditory processing abilities. Information will be shared among the partners and will be governed by an inter-agency agreement (the agreement will determine who is permitted access to which data bases and how information is shared), focusing on avoiding breaches of confidentiality and due process, and unnecessary "net-widening". Information obtained in the assessment process will not be used for adjudication. The CARC will have an in-house management information system including information on the youth's charges and demographic characteristics, case processing and release. The assessment form will be built into the Management Information System (MIS) so staff can enter data as they conduct the assessment interview. CARC will also have on-site access to other data bases to aid in the assessment, and to process and help track cases. One of the key elements of the CARC (MIS) will be its summary of recommendations made and information useful for case management and tracking. The system can thereby ensure that the youth makes it to the referral service, that the referral service in fact provides the assistance needed, and that the assistance can be evaluated. The assessment will screen and assess the youth based on objective measures. Some instruments to be reviewed for use include: Risk and Resiliency Assessment (Golden/Jefferson County), Suicide Risk Assessment Form, NCCD Detention Screening Form, Problem-Oriented Screening Instrument for Teenagers (POSIT), Psycho-Social Assessment Guide or Psycho-Social Assessment Form, HIV Risk Assessment, as well as the medical history.

The entire process will be accomplished within two to six hours, after which the youth will be referred to the appropriate services, released to the parent/guardian, or, if necessary, sent to detention at Juvenile Hall. Each family member will be supplied with appropriate services. Within three days a recommendation will be made to the District Attorney about those youths appropriate for judicial handling.

Case management monitoring the youths and family compliance with the program will last 90 days or until completion of the diversion program. School data will be reviewed and the school social worker will be contacted to follow-up cases. Probation will work with the schools and community programs. Counselors will be trained to provide immediate crisis intervention, on-site at the center when necessary. Because CARC will share the same building space as the Life Learning Day Treatment, an important option will become immediately available to utilize that service.

Residential detoxification and emergency shelter are also available for crisis situations in the same building, as needed.

Outcomes of the CARC will include:

- Increased information sharing, coordination, and mutual support among agencies, which will facilitate further program development;
- Earlier intervention in problem behavior;
- Faster processing of diverted youths;
- Increased ability to monitor and track outcomes;
- Increased ability to document problems in the juvenile justice and youth service system;
- Reduced disproportionate minority confinement; and,
- Increased appropriate treatment placements which should ultimately reduce delinquent behavior.

Evaluation

A Community Assessment and Referral Center demonstration program, located in the Tenderloin, will serve the Tenderloin, Chinatown, Mission and Bayview Hunters Point areas in San Francisco. NCCD will provide technical assistance during the implementation phase of the project to ensure that the CARC design translates into a formative evaluation report, which will demonstrate the process by which the CARC became established in the community. Areas of interest include:

- the Context of the program (site characteristics and juvenile justice trends);
- the Identification of eligible participants (parties responsible for referring groups to the CARC and criteria used to identify potential participants);
- the Intervention (the conceptual framework that identified individual risks and needs and led to developing a coherent case service plan; programs to which youths are referred; and, the extent to which referrals are enacted);
- the community Linkages that support the program (nature of the organizational relationship and structure among the different types of service providers); and,
- the Goals of the program (changes observed in the youths).

NCCD will also conduct an impact evaluation to assess the effectiveness of the Community Assessment and Referral Center (CARC) as compared to traditional booking and Probation services. The target population for CARC is the total population of youths who are arrested by San Francisco police and who reside in the Tenderloin, Chinatown, Mission, and Bayview Hunters Point communities. Using a randomized experimental design, a random sample of 200 youths per year will be assigned to the experimental group (these youths will receive CARC services), and a sample of 200 youths per year will be assigned to the control group (these youths will receive traditional justice system processing). Police have agreed to cooperate in the process of bringing half the youths to CARC. While discussions included the ethical problems of assigning half the population to the traditional booking process, since there is only one pilot CARC serving four neighborhoods, it was agreed that CARC would be unable to process all the arrests from the four defined neighborhoods; hence, the experimental design was agreed upon for the period of demonstration.

The two groups will be compared with respect to the following global outcomes and indicators:

- multiple measures of recidivism (e.g., rearrest, reconviction, etc.);
- rates of subsequent out-of-home placements;
- rates of successful completion of community service, restitution, and other terms of probation; and,
- changes in risk factors as indicated by school adjustment (e.g., attendance, grades, behavior), rates of employment, and changes in family functioning and substance abuse as measured by standardized instruments.

Baseline information will be collected upon entry into the program, after a nine-month case management period, and at the end of a 12-month follow-up period. The experimental and control groups will be compared in terms of the outcome indicators listed above, indicating the effectiveness and efficiency of the CARC model as a juvenile justice intervention strategy.

Should the research demonstrate effective crime reduction and youth development outcomes, the pilot CARC will be developed in neighborhoods throughout the city.

C. LIFE LEARNING DAY TREATMENT CENTER

Site: Tenderloin YMCA, 220 Golden Gate Avenue, San Francisco

Facility use provided as an in-kind match. The facility has available a complete modernized gymnasium, basketball court, elevated track, performing arts theater, rooms that can be used for classrooms, vocational training space, rooms suitable for group counseling and private rooms for individual sessions. The facility has emergency housing and residential detox if needed.

Hours: 8:30 AM to 10:00 PM

Cost: The cost per person for complete life learning will be about \$13,000.00. The costs will remain stable each year at \$765,873.

Target Population

Sixty youths from 14 to 18 years old with multiple risk factors for becoming serious violent chronic offenders: they come from crime-involved families, have a history of drug abuse, have dropped out of school or exhibit serious school failure, are victims of sexual and/or physical abuse and neglect, and have been involved in criminal acts, particularly those who started at an early age. The program is not geared to youths with serious emotional disturbances, mental illness or serious psychiatric symptoms. These youths will be referred to Family Mosaic Project.

Program Purpose

To offer a community day setting with surround services that will provide the same intensity and range as long-term residential programs. To strengthen the youths' bonds with family, extended family, and community, and develop positive values. To provide complete life learning including character and integrity building, vocational, academic, life skills and cultural education; to develop responsibility for self and others.

Partnership Team

Juvenile Probation Department, Department of Public Health, Department of Human Services, SFUSD, CBOs, YMCA

Program Design

The program components will be designed using the Argus Community Learning for Living Center in the South Bronx as the key model, with selected components from the Delancey Street model. The Life Learning Day Treatment Center will be based on forming an extended family of responsible adults and peers who offer warmth, nurturing, and bonding as well as structure and accountability while teaching traditional values. The Center will provide comprehensive programming for adolescents using a variety of multiple-solution individual and group strategies, an approach shown to have the most promise for successful outcomes. Rather than providing specifically focused interventions for one aspect of an adolescent's problems, this program will provide a range of services (both skill-oriented and psycho-social), all congruent with a coherent and consistent philosophy.

Program Constructs

Each of these program components will operate with a consistently applied philosophy, which holds:

- There are no short-cuts or simple solutions. Turning serious or at-risk for chronic offending youths around requires sufficient time and resources.
- No program will work unless it addresses drugs and violence. These offenses will not be tolerated in program activities. Peer pressure will be developed against those behaviors.
- There must be development of structure and a value system. At risk youths and serious offenders must be deliberately guided into the mainstream, including such areas as dress codes, corporate etiquette, developing a code which accepts cultural diversity, and helping one another develop principles of honesty and achieving success.
- Distrust, street codes and alienation are normal for young people in this environment, and program efforts must assume these tendencies as factors in planning. Although the program works to turn these behaviors around, they must be accounted for in program development.
- Staff should ideally come from the same background as the participants so that they have a personal understanding of the lives of the participants.
- Community and bonding is at the heart of program operations. Establishment of an extended family atmosphere and use of surround service ex-offender role models is necessary to counter an extremely stressful and threatening external environment.

Every activity in the Life Learning program will attempt to enforce these basic principles.

The program will offer pre-vocational, vocational and academic training, substance abuse treatment, life skills, recreation, group interaction, peer counseling, as well as community restitution where youths not only teach and help one another, but also help others in need in the community. Training in computer skills, desktop publishing, building renovation and management, telecommunications, weatherization and horticulture services (through SLUG) will be offered. Basic literacy skills and GED preparation classes will be delivered on site along with other academic core classes in an alternative school with small sized classes, individual tutoring, hands-on projects, and field trips.

The program will link with family planning, health care, and early education (see Resource Guide). These services will not only provide parenting assistance for the children of teen mothers in the program, but also teach the young mothers and fathers how to be good parents. Kinship services will provide multi-generational support for the entire family.

An admission interview will be conducted for each prospective participant to assess the willingness of each to be involved in the program and to have them agree to abide by the rules. The three primary rules will be: no drugs, no alcohol, and no threats or acts of physical violence (including no weapons). Other important rules will include: no inappropriate sexual behavior, no stealing, no destruction of property, and no leaving for the day without permission. Youths will report to the program each day and go home at night. Transportation will be provided if needed. The programs will be highly structured and require punctuality and good attendance.

Emphasis will be on teamwork, group achievement and personal achievement. Counselors will act as mentors and guides for the youths for the first two to four weeks. Staff will move participants to the main body of the program when they think behavior and attitudes are positive enough for participants to earn promotion to the new levels in the program where greater responsibilities are undertaken, more status is provided within the group, and more privileges, rewards, and incentives occur.

Participants and staff develop individual treatment plans based on health history, living situation, academic history, experience in the public school system, testing and evaluation including the adult basic learning examination, and vocational assessment. The plan will also assess participants' strengths, interests, and support systems. A comprehensive plan will be developed with specific educational and vocational classes to be attended, special services needed including housing, health care, child care, legal assistance, AIDS counseling, and case management.

Phase I (about three months). Youths will attend and be involved in program activities and school. Specific basic outcome behaviors are expected in the program and at home. For example, youths must have stopped the use of drugs and alcohol, taken part in vocational seminars, and begun to work cooperatively with others in order to be promoted to Phase II. As needed, youths will be assigned "surround services enhanced mentors": role models who are former chronic offenders, substance abusers, gang members, clean and successful for at least three years, who will attach to the juveniles and work with them and their families to develop the bonds that break negative attitudes and values, strengthen the behaviors learned at the Day Treatment Center, and enhance the youths and families' abilities to carry them out in the home and neighborhood setting. These mentors will remain attached to the youths throughout all phases of the Life Learning program and aftercare, and will work with case managers as well.

Phase II (about six months). Youths will have more involvement in vocational program and social activities, and improved behavior and relationships with positive family members and friends. They will learn how to deal with those whose behavior is negative, prepare for GED or other educational goals, enroll in college or job training programs, and be role models for newer participants.

Phase III (to be achieved in six months to a year or longer). Youths with fewer skills and/or more severe problems may need two or more years to achieve their goals and younger participants may need more time to mature. Youths will be close to achieving social, vocational and educational goals. They will serve as counselors in groups and on trips.

School. Those testing below grade six will be assigned computerized instruction in basic education, using the latest software. One year of education can be completed in five months producing genuine self-esteem. Classes will be small (14-18 students) and individualized. In addition to basic reading, writing and math, the school will have art, including painting, drawing, drama, dance and music, with live performances for the public with all aspects, including set design, accomplished by youths.

Other activities. A variety of recreational activities will be offered including: basketball, aerobics, track, swimming, cultural outings, picnics, parties, dances, outings and trips, peer leadership groups, student council meetings. Community restitution will involve special projects such as developing trips for seniors or younger children in need.

San Francisco County has good resources for high risk adolescent health care (see Resource Guide) and referrals to the appropriate clinics and hospitals and health advocacy groups will be

made. Also, if resources are not available on-site, staff will become advocates for participants in locating counseling for physical and sexual abuse, residential drug treatment, housing, and psychiatric diagnosis.

Intensive Training in Preparing for, Getting and Keeping a Job. This critical program component will provide training in building renovation, maintenance, and office skills, including word processing, typing and computer literacy. The program will have a dress code for staff and participants to draw youths into mainstream dress, speech and behavior so employers will respond positively to offering them jobs.

All vocational training will be conducted as realistic hands-on experiences. For example, Building Renovation and Maintenance will include actual building maintenance work on the YMCA building and will be structured like a regular union job with a supervisor and foreman. The facility itself provides extensive opportunities for youths to actually learn building trade skills as they renovate and help with the property management of the facility. The nine story building is in constant need of repair including plumbing, electrical, painting, carpentry, flooring, carpeting and finish work.

Internship opportunities will be developed and job placements made. Other training and job opportunities, such as Youth Radio, will be accessed as needed. Youth Radio prepares and trains low income, at-risk and incarcerated young people in the Bay Area for internships and mentorships (engineering, production, sales, news and music production) with top broadcasting professionals, media outlets, and related businesses, including KRON-TV, KMEL, Francis Ford Coppola's American Zoetrope Film Company, KQED, KDIA, KPFA, KBLX, the Asian American Journalists' Association, Black Repertory Theater, and the Filipino American Arts Exposition, among others. The Eisenhower Foundation will provide the program with technical assistance in the area of training and retaining participants in the telecommunications industry. These can be excellent jobs with upward mobility. In Washington, D.C. starting salaries for high school drop outs and welfare recipients average \$22,000 per year. Participants will continue to return to Life Learning Day Treatment for counseling on how to handle difficulties, for support, and for a place to share their pride about their achievements.

The daily routine will begin with Morning Meeting from 8:30 to 9:15 AM. Each morning meeting will be presented by a youth with staff assistance. Morning Meetings will include songs, poems etc. performed by youths, positive achievements to be celebrated, and the vocabulary word of the day. A group will follow from 9:15 to 10:00 AM. Staff and advanced peers will help facilitate groups which deal with feelings, behaviors, attitudes and discussions of alternative ways of behaving in difficult situations. There will be particular focus groups as well, including health education groups, teen parenthood, drug abuse and health, babies and drugs, substance abuse, gender groups for specific issues as well as support groups. Academic classes interspersed with vocational training will occur from 10:00 AM to 12:30 PM; lunch from 12:30 to 1:30 PM; groups from 1:30 to 3:30 PM; and tutoring interspersed with recreation and vocational training from 3:30 to 10:00 PM., with one hour for dinner.

Evaluation

The model we will replicate was scientifically evaluated as successful by the Eisenhower Foundation in Washington, D.C. and replicated in two other sites by the Eisenhower Foundation and Argus. Among other outcomes, Argus youths received higher salaries and more job benefits than did comparison youths. The results were statistically significant. In 1992, Argus was one of eighteen New York City programs funded by U.S. Department of Labor to exceed all evaluation, training and placement goals. Audits of Argus job-training programs found that no students were

involved in criminal activities during these training periods, and the eighty-seven percent were placed successfully in training-related jobs. Argus had the best outcomes among fifty New York State programs surveyed in terms of criminal justice involvement and drug involvement among program youths. Reviews of the literature have pointed to this program as one that embodies sound practices for dealing with high-risk inner city adolescents. After two years of similar evaluation work of the two replicated models (in Des Moines and Washington, D.C.), enrollees are doing better than comparison group members. The differences are statistically significant.

The Eisenhower Foundation will evaluate the Life Learning Day Center using the design used at the two other sites and with a randomized, experimental design.

As with the other replications, in San Francisco the Argus replication will be evaluated by following program enrollees as well as control groups members. Measures will be taken before the program starts, after the program ends, and one to two years later. This evaluation will be conducted for each of three “cohort” groups entering training in Year 1, Year 2 and in Year 3. The before and after measures will be taken through an already developed questionnaire administered to program and control group youths. The measures will include earnings, percent employed, economic self-sufficiency, job retention, crime and delinquency, and drug use. (See Exhibit 1 in the Appendix for listing of the measures.)

The proposed Life Learning Day Center will serve 60 high-risk youths who are identified as needing a structured day environment in order to stabilize home, school, and community behavior. The effectiveness of this intervention will be assessed using a randomized, experimental design. Youths who are assigned to field supervision or out-of-home placement by the juvenile court will be screened for eligibility for Day Treatment services with locally designed and validated risk and needs screening instruments. From these two populations, youths determined to be high-risk will be considered eligible for the demonstration project. Each year, 60 of the eligible youths will be randomly assigned to the Day Treatment group (these youths will receive Day Treatment services), and 60 will be assigned to the control group (these youths will receive traditional field supervision services or out-of-home placement). Several baseline measures will be collected including demographics, juvenile justice history, employment status, and education level. In terms of outcome, the two groups will be compared on the following measures:

- multiple measures of recidivism (e.g. rearrest, reconviction, etc.);
- rates of subsequent out-of-home placements;
- rates of successful completion of community service, restitution, and other terms of probation; and,
- changes in risk factors as indicated by school adjustment (e.g. attendance, grades, behavior); rates of employment; and changes in family functioning and substance abuse as measured by standardized instruments.

The length of intervention will be between 16 and 24 months, depending on the needs of the youths. Outcome data will be collected at the end of the treatment period and after a six month follow up period. This shortened follow-up period will be used to provide an evaluation report to the Board of Corrections at the end of the three year demonstration period. Follow-up data will also be collected at the end of a 12 month period, and will be available to the Board of Corrections. These analyses, controlling for the length of intervention, will indicate the effectiveness of the Day Treatment model as a juvenile justice intervention strategy.

D. SAFE HAVEN

Site: Thurgood Marshall School, Bayview Hunters Point, San Francisco

Facility use provided as an in-kind match by SFUSD.

Hours: 3 PM - 9 PM

Cost: \$475,714 each year

Target population

120 at-risk youths ages 10 - 18 with family, personal and school problems (drop-outs, failures, suspensions, truants) from Bayview Hunters Point area

Program Purpose

To keep youths in school, keep them out of the criminal justice system, position them for responsible adulthood, and improve the quality of life in their families and neighborhoods.

Partnership Team

Safe Haven will work hand in hand with the community police team in the new Bayview Police Station. Safe Passage and supportive community policing will be important. The Safe Haven Team will include CBOs, Department of Public Health, business mentors, and SFUSD.

Program Design

Safe Havens provide a sanctuary from the street where San Francisco young people in the area surrounding Thurgood Marshall High School will be able to go after school from 3 PM to 9 PM for help with homework, recreation, social support and discipline. Although located at a school, the Safe Haven targets a more at-risk population than the Beacon School programs described elsewhere in this report.

Police, in addition to undertaking community policing in the neighborhood will work to assure safe passage of youth to and from their own schools or neighborhoods to the Thurgood Marshall Safe Haven, and their return home.

The community must support the Safe Haven. The Design and Detail Team will consist of representatives from the community, youths, police, and the school where the Safe Haven is located. They will work closely with youth development staff and the business community.

Activities at Safe Haven will include sustained mentoring, social support, development of positive values, educational innovations such as parent-teacher school management and computer-based remedial education toward obtaining a high school degree or GED, incentives for continuing on to college, and job training for employment to foster economic development (e.g., work on upcoming major construction projects in the Bayview and housing rehabilitation). The community police officers will refer youths to the Safe Haven, and Safe Haven staff will refer youths to programs offered through the Police Department (such as fishing trips) or to other community-based organizations offering services (see Community Resource Guide in San Francisco Juvenile Justice System Review).

The Eisenhower Foundation will provide technical assistance -- in planning, program content, management, and staff development. The Foundation will also undertake the evaluation.

Evaluation

The Safe Haven model has been evaluated by Columbia University, and has been shown to work, especially after school and in the early evening, as advocated in the Carnegie Corporation Report, *A Matter of Time*. Four Safe Haven programs in low-income neighborhoods in the United States (Boston, Chicago, Philadelphia and San Juan), initiated as youth development projects, were evaluated by the Eisenhower Foundation. From 1989 to 1994, crime declined by twenty to over thirty five percent in the target neighborhoods. The declines were statistically significant when crime in the four target neighborhoods was averaged and compared to crime averaged in the four cities as a whole. The Foundation began a second generation of replications, in public housing and other low income housing in 1995 in Baltimore, Maryland, Columbia, South Carolina, Little Rock, Arkansas, Memphis, Tennessee., Newark, New Jersey, and Washington, D.C. Each replication is operated by a nonprofit youth development or community development organization.

In San Francisco, Safe Haven will be replicated similarly, as will the evaluation measures. The evaluation will use an experimental design to follow a group of youths in the program for two to three years. A comparison group of similar youths with the same variables and from representative neighborhoods not in the program will be followed over the same time. "Before and after" measures will be taken by interviewing the youths, as well as their teachers. The outcome measures will evaluate school attendance and success, crime and delinquency, drug use, and teen parenting. Measures also include "youth development." The following are some of the youth development outcomes and measures to be used: self-worth—takes pride in appearance; mastery of future—ability to identify three future goals and strategies for obtaining them; responsibility—shows respect for others; intellectual—is literate, solves problems; pre-employment skills—schedules time and plans ahead; civic and social—manages interpersonal conflict.

Part of the evaluation design will be neighborhood specific. The evaluation will use police crime statistics available through the San Francisco Police Department (obtained for this study) for past and future data. Crime will be compared in the neighborhood where Safe Haven is located, in immediately surrounding police precincts, and in the city as a whole -- for a trend period of three years before and one and two years after the program.

E. SAFE CORRIDOR

Site: Mission Street

Hours: 2:00 PM to 5:00 PM and as needed

Cost: \$241,241 each year

Target Population

Repeat offenders and victims who traverse Mission Street during times of high crime.

Purpose

To reduce crime in this "hot spot" by providing increased police presence, outreach street workers, referrals and transportation to programs; and, to provide protection to youths seeking safe passage from school.

Partnership Team

Police, District Attorney's Office, Probation Department, schools, churches, local businesses, parents, neighbors, community-based organizations in this district.

Program Design

In the analysis of juvenile crime "hot spots" conducted for our Local Action Plan, the major "hot spot" was the corridor along Mission Street. The San Francisco Police Department, the District Attorney's office, the San Francisco Unified School District, parents, neighbors, churches, local businesses, and community-based organizations in the Mission District will team up to form a safe corridor for youths along Mission Street. As part of the mapping process, information was collected on the location of crime occurring over the last five years, the nature of the crimes being committed, and the time of day the crimes were occurring. This information will be helpful in establishing the particular types of interventions along the corridor.

The interventions will include extra police patrol services, outreach street workers from the District Attorney's Victim Witness Project and from community-based organizations. Outreach workers will work with offenders and coordinate with and make referrals to the newly designed Safe Haven or Day Treatment Center. Team members will work to strengthen the community's capacity by providing swift and effective government responses to public nuisances of abandoned buildings, park maintenance, and other important crime prevention activities. Teams including parents, neighbors, churches and local businesses will come to the sidewalk during certain hours to provide emergency telephone access, provide transportation, and take other measures as needed to ensure that all youths can walk the corridor and arrive home in safety.

Evaluation of Safe Corridor:

This component will be designed to significantly reduce the juvenile crime rate in a targeted area using a multi-faceted community mobilization effort. While justice system outcomes measures will indicate the success of this effort in reducing the crime rate, a more intensive look at the process by which the Safe Corridor was implemented will permit a deeper understanding of *how* the program produced the desired results. In addition to comparing baseline crime data before

the Safe Corridor program with crime incidents following the program, a process evaluation will examine the following program elements and research questions:

- The context of the program. Specific research questions include:
 - What are the baseline crime rates and juvenile justice trends in the area?
 - What are the specific non-criminal target behaviors that the program hopes to address?
 - What other community level efforts are currently underway to reduce juvenile crime?
- The identification of eligible participants. Specific research questions include:
 - What are the characteristics of the youths the program is targeted to serve?
 - How do Corridor volunteers identify community residents needing assistance?
- The specific intervention. Specific research questions include:
 - What is the type, nature, and frequency of contact with community residents? How is this information tracked?
 - What other services (police, medical, etc.) are required to resolve problems? To what extent are these services used?
- The community linkages. Specific research questions include:
 - Which community organizations have supported and contributed to the Safe Corridor effort? How have they helped?
 - Have any community relationships hindered the implementation or operation of the Safe Corridor? How?
- The goals of the program. Specific research questions include:
 - What is the mission of the Safe Corridor? Do the services offered target specific identified needs?
 - How is community satisfaction measured? What type of feedback is received?

In addition to this process, the effectiveness of the Safe Corridor program will be assessed in terms of its impact on community perceptions of local juvenile crime and of neighborhood safety. These changes will be assessed using an attitude survey administered to a broad base of community residents, including adults, youths, businesses, and community service organizations. The survey will rely on respondents' pre-and post-test assessments of a number of items including questions about safety, victimization, their own criminal activity, service resources available, and changes over time. Responses will be quantified using a Likert rating scale, permitting the identification of aggregate changes over time.

Furthermore, changes in the juvenile crime rate in the target area will be tracked using justice system data. Data for comparison include number of crimes reported, arrest rates, referrals to probation, time of day, and rates and severity of offending for juvenile residents. These indicators will be assessed for the target community both before and after the intervention, and will also be compared to other "hot spots" and larger San Francisco trends. The combination of these data with the qualitative information will provide a cohesive understanding of the success of program implementation and the impact of the intervention on juvenile crime rates and community perceptions of safety.

F. LIFE LEARNING RESIDENTIAL CENTER FOR GIRLS

Site: Hidden Valley Ranch.

The City and County of San Francisco has available a currently empty ranch facility off Pescadero Road in La Honda (rural countryside) with housing capacity for up to 50 girls. The facility has housing areas, kitchen, classrooms, offices and a gym and tennis courts. The facility will accommodate the complete needs of San Francisco County for housing girls who need long term residential treatment as well as accommodate some of the needs of surrounding counties.

Cost: \$853,857 per year

Target Population

Adjudicated girls up to 18 (unless legislation will allow extended age until 24) who are committed by the court and need residential placement in an intensive highly-structured long term residential program from San Francisco and other Bay Area Counties. Hidden Valley Life Learning Center (HVLLC) will also accept youths who have failed in other less structured settings. The program will exclude youths with severe mental health problems.

Preliminary discussions have confirmed that surrounding Bay Area counties are interested in a regional program for girls. San Francisco will make available an estimated 20 beds for other counties interested in sending girls. The program will serve first and foremost the needs of San Francisco girls. Once the program is operational, San Francisco representatives will meet with representatives from other counties to determine the exact numbers they would like/be able to send to HVLLC.

Program Purpose

The goal is to provide girls in need with the educational, vocational and "life survival" skills necessary for productive lives, and to instill values of self respect, caring for others, responsibility and independence. The program will provide a full range of high quality academic, vocational, life-skill services; family reunification where possible, and development of kinship/extended family structure for youth with no available family. Special attention will be paid to issues of sexual abuse, parenting, and teen pregnancy. In order to be successful, the Life Learning Center will be a multi-modality program working to change the individual, her interpersonal attitudes and behaviors, and her attitudes, skills and behaviors vis a vis society. The treatment approach recognizes the importance of norms (social rules and expectations) that bond people together.

Partnership Team

The program will be supervised by an Implementation Partnership Coordinator and the operators of the program will work closely with the Design and Detail Team. A Request for Proposal will be issued open to both private nonprofit community-based organizations and public agencies such as the Juvenile Probation Department or a combination to apply. Treatment teams will include a case manager, residential counselors, teachers and other support staff as needed and two aftercare workers (working with Probation Officers responsible for ensuring compliance with court ordered probation conditions. Staff will reflect various ethnic groups and will include bi-lingual staff and staff sensitive to sexual minority issues. Staff will also include role model

mentoring women who have overcome (for at least three years) the problems the girls are facing (i.e., substance abuse, prostitution, gangs).

Program Design

The program components have been designed using Delancey Street, Excelsior program for girls in Colorado and the Thomas O'Farrell Youth Center (TOYC) in Maryland as models. (A ten year follow-up study of Delancey Street graduates showed 80-92% had no further crime involvement. A study of the first 56 graduates of TOYC who had been in the community for at least six months showed that 55% of them had no further court referrals in an average of 11.6 month post release period.) Such a resocialization program requires a lengthy and intensive program over a one to two year period. Even though the young women will be court ordered into out of home residential placement, it is important that each resident request acceptance into the program to take responsibility for entry.

Orientation

Girls entering HVLLC will go through an initial orientation lasting at least one to three months. Group sessions will be led by a staff member and senior resident of the program. Girls will learn the dynamics of group process and how to use staff and group members to solve problems and identify problem areas that brought them to HVLLC. Positive attitudes and work habits will be developed at easy maintenance tasks -- the focus being on developing concentration and discipline. Achievement tests and vocational preference tests can be administered during this phase to provide a base line of data on each resident upon which the counselor can build future plans with each girl. Beginning life skills training will include basic health, anger management and beginning social skills. Staff and peer residents must agree before the young women can move to the next phase.

Phase II. Consistent and positive behavior in school, on-campus jobs, group meetings, meals, visits and work in the specialized treatment program tailored to on the individual resident's needs (e.g., family therapy), make up the goals in this phase. (Phase II lasts six to 12 months). Work will be done with the San Francisco Unified School District to determine how best to select and train qualified teachers who can be fully integrated into the treatment program at HVLLC. The school program will focus on basic skills, including reading, writing, math and citizenship. Class sizes will be very small and instruction will be highly individualized. Girls will prepare for GED. or other higher education. Additional educational modules will cover understanding growth and development, communication in families, promoting health in families, having friends, living with feelings, violence prevention and human sexuality.

The HVLLC will establish at least three distinctly different types of training, e.g., physical labor (construction, woodworking, crafts, landscaping), office work (computer skills), and service careers (medical/health, culinary arts). Job training will provide realistic job opportunities and options that meet the needs of the area and of the youths' eventual lifestyles. The young women will learn building construction and maintenance skills renovating portions of the Hidden Valley facility. In Phase II and III youths will participate in community activities including community service projects, sporting events, overnight camping trips and other recreational activities including archery, volleyball, basketball and swimming.

Phase III. This phase will shift the decision-making responsibility onto the resident; youths will learn to accept responsibility for one's life and the consequences of one's actions. Emphasis will shift to family interactions, school, job, friends and involvements outside the program. Each resident will build a community treatment aftercare plan which will include goals for return to

public school, identifying potential employment possibilities (in collaboration with the Mayor's Youth Employment and Education Program MYEEP), living arrangements, supportive community role models and resources to encourage the continuation of special needs counseling in the community from existing community-based organizations (see Resource Guide). Each resident will successfully complete an incident-free home visit and girls' behavior will be free of conflicts with staff and peers. Residents will remain in aftercare for six months. Success of youths returning to the community will be heavily dependent on the network of caring organizations and individuals to provide supervision and guidance.

The daily routine begins with morning meeting for the entire community for training in social and communication skills. Each morning meeting is presented by a youth with staff assistance. School program operates from 9 AM to 2:45 PM. Segments will be 90 minutes at a time interspersing academic and vocational training segments with sufficient physical exercise to allow for release of tension and energy. Afternoon community meeting will be from 3 PM to 3:30 PM. Recreational activities, special meetings interspersed with vocational training will be from 3:45 PM to 5 PM) followed by evening group meetings, films, projects.

Life Learning Program Constructs:

Pro-community behavior will be immediately recognized and rewarded. Individual and group successes will be celebrated. Problems and failures will be treated as community problems requiring group reflection and collective solutions.

Group process will be central to the HVLLC community. The facility population will be divided into five groups of up to 10 young women. Each group will live in a separate area, take meals together and engage in work as a unit.

In the early stages of program participation, the staff will play a central role in teaching, modeling and encouraging community values. Over time, the resident will take on substantial responsibility for teaching community norms to new members and dealing with unacceptable behavior. Staff and residents will not dress in uniforms.

Staff will be neither apprehensive nor fearful; they will communicate to new residents that they are welcome and will be well cared for. HVLLC will have no "time out" rooms, lock-ups, handcuffs or restraint beds. Order will be maintained through verbal communication by staff and peer group supports. Staff will be trained and workers will live the values that they teach to the residents. Positive peer pressure and peer councils will be an important element of involving the girls in decision-making.

HVLLC will reward participation, effort and behavior with numerous gains in status, responsibilities, freedoms, and tangible incentives.

Evaluation

A residential program for female offenders will be implemented to serve eligible female offenders needing residential treatment in San Francisco and in nearby counties. Because of the lack of any residential program for girls, it was considered an ethical problem to utilize an experimental and control group and deny girls the necessary treatment. The program will therefore be designed to serve the entire population of female offenders needing residential care, so experimental design will not be feasible. Instead, a quasi-experimental design will be used that employs a matched sample of girls for comparison with the experimental group. The matched sample will be drawn from a nearby county and will mirror the demographics, risk, education level, family situation

and delinquency history of the experimental group. The program will serve 50 females (the experimental group, receiving the Life Learning Residential program) who will be matched with a sample of 50 females (the control group, receiving traditional residential services). These two groups will be measured in terms of the following outcome indicators:

- multiple measures of recidivism (e.g. rearrest, reconviction, etc.);
- rates of subsequent out-of-home placements;
- rates of successful completion of community service, restitution, and other terms of probation; and
- changes in risk factors as indicated by school adjustment (e.g. attendance, grades, behavior), rates of employment, and changes in family functioning and substance abuse as measured by standardized instruments.

These outcomes will be assessed after the one-year intervention period, and again after a 12-month follow up period. If the time limit for the demonstration period expires before the end of the follow up period, an interim report will be issued. While this quasi-experimental design is not as strong as the experimental design in terms of establishing causation, it generates useful information for policy makers and program design. Given the absence of residential services for female offenders in San Francisco, this program and evaluation will establish a preliminary strategy for working with females in a gender-sensitive environment.

VII. GIRLS IN THE SYSTEM

Adolescent females in the juvenile justice system represent a rapidly increasing population with unique, complex, and often unmet needs.

The following observations and recommendations for girls in the San Francisco juvenile justice system were compiled from our interviews with sixteen girls in Juvenile Hall, numerous interviews with juvenile justice staff and practitioners who work with girls in the system (see list of Persons Interviewed), and a detailed report recently issued by the Center on Juvenile and Criminal Justice (CJCJ), *Out of Sight, Out of Mind: The Plight of Adolescent Girls in the San Francisco Juvenile Justice System*. The CJCJ report is based on quantitative research data and qualitative interviews with ten girls in Juvenile Hall.

The Problem: Girls' Gender-Specific Needs

Girls in the juvenile justice system have very particular physical and emotional needs. Social scientists agree that female adolescents are more likely to be victims of sexual, emotional and physical abuse. The CJCJ report reveals that battering of teen girls is on the rise, and that girls are increasingly involved in gang activities, either in association with boyfriends or in their own gangs. These facts are magnified for girls in the juvenile justice system. Current research and personal interviews with female youths in Juvenile Hall indicate that the majority of the girls in the juvenile justice system have histories of physical and sexual abuse, and have attempted suicide at least once. Our interviews with the girls in Juvenile Hall, probation officers' estimates, and public health staff reports indicate that 75 to 95 percent of teenage girls detained in Juvenile Hall have been raped or sexually abused.

Studies show female adolescents in the system are more sexually active than other girls their age, and have higher pregnancy and abortion rates. Over half of the girls interviewed for the CJCJ report and for this study reported using drugs on a regular basis. The use and sale of drugs – specifically "crack" cocaine – plays a significant role in the delinquency of adolescent girls. The CJCJ study notes that crack cocaine affects girls in various ways: if they are users, they often become prostitutes for money or trade sex for drugs, leading to an increase in sexually transmitted diseases, HIV and AIDS, and to their children getting lost to the foster care system. These factors should distinctly influence the delivery and social services of health care for female delinquents.

Adolescent girls often emerge from experiences of abuse with pregnancy problems, confusion over role expectations, low aspirations, and low self-worth, revealed in higher numbers of suicide attempts for girls, higher amounts of eating disorders, higher school drop out rates due to family-related problems, and other psychological problems.¹ These girls require specialized medical and social services tailored to address their needs. Pregnant girls also have special medical needs which are often difficult to meet, including supplemental nutrition, prenatal care and medical supervision. Because the juvenile justice system is largely designed to work with boys, and staff training is largely focused on working with boys, the facility and programs at Juvenile Hall are not sufficiently equipped to address the complicated circumstances girls face.

¹ See Pipher, Mary. 1994. *Reviving Ophelia: Saving the Lives of Adolescent Girls*. New York: Ballantine Books, cited in the CJCJ report.

The Juvenile Justice System for Girls

Strengths to Build On

Juvenile Hall does offer some programs for girls, including: art, drama, dance, guest speakers, storytellers, activities with the Queen's Bench, chill-out rap sessions, vocational and health education. The Juvenile Probation Department works with the following collaboratives in an effort to address girls at-risk: Young Women Arise; Non Traditional Jobs for Girls; Come Into the Sun; Girls Outreach Program; Dance and Life Skills Program; and the National Girls Caucus. The girls interviewed for this project noted an appreciation of the Omega groups (the girls would like more of these), the DDAP program, SAGE and the sexual abuse and violence groups. Many juvenile justice practitioners and service providers noted the strengths and resilient characteristics girls in the system demonstrate repeatedly, including: intelligence, shrewdness, perseverance, creativeness, business/sales skills, and survival skills.

The Out of Sight, Out of Mind: Task Force on Girls in the Juvenile Justice System, staffed by the Commission on the Status of Women, has worked on behalf of girls in the system to address gender-specific needs, and to implement suggestions made in the CJCJ and other reports. The data generated for this report will augment the work of the Task Force.

Areas for Improvement

Improvements needed for girls at Juvenile Hall have been suggested by probation staff, community and health service providers, the girls themselves, and the recommendations outlined in the CJCJ report.

Probation staff and juvenile justice practitioners pointed to improvements needed in the physical facility. Overcrowding is a problem for girls in Juvenile Hall; female arrest and detention rates are soaring for teenagers. There has been a 121% increase in girls booked in Juvenile Hall in the last four years; yet, the facility is equipped spatially and legally to accommodate a maximum of 22 females. Furthermore, there is only one unit for the girls in Juvenile Hall. The girls and the staff members who work with the girls expressed concern that older and younger girls are housed together, and serious offenders are housed in the same unit with girls awaiting placement to other facilities and girls who should not be detained at all.

Research reveals another problem for females in the system: because there are few other options available, girls spend more time at Juvenile Hall than boys do, and girls are detained at disproportionately high rates. The Annual Juvenile Probation Department Report of 1992 showed that sixty percent of the girls are detained for more than seven days, compared to six percent of the boys, and that thirty-two percent of the girls stay more than thirty days, compared to only two percent of the boys. The average stay for eighty percent of the boys detained was under three days; only twenty-eight percent of the girls were released in the same three day time period.²

Statistics from our profile study (see Profile Study) on an average day in Juvenile Hall underscore differences between boys and girls in the system, revealing certain risk factors were more common among the girls. Thirty-four percent of the girls were fourteen or younger, compared with only seventeen percent of the boys. Twenty-seven percent of the girls were in Juvenile Hall awaiting placement, compared to eleven percent of the boys (an indication of fewer options available for girls). Fifty-four percent of girls had at least one prior out-of-home placement,

² See CJCJ report.

compared to thirty-three percent of the boys. No girls had a prior placement in a residential treatment facility compared to five percent of the boys. Forty-six percent of the girls had dropped out of school, compared to thirty-one percent of the boys. Seventy-three percent of the girls had a history of substance abuse, compared to sixty-nine percent of the boys.

The CJCJ report notes studies which reveal that girls are more likely to be held in detention for lesser offenses than boys, and a higher percentage of girls are held for minor, nonviolent offenses. Girls are more likely to be charged with status offenses such as running away from home, curfew violations, alcohol use and smoking cigarettes, truancy, "incorrigibility" and promiscuous sexuality. Once cited for status offenses, girls often stay involved in the juvenile justice system; girls have fewer rehabilitation and constructive housing options. Currently, out-of-home placement options for girls are limited to group homes or the California Youth Authority.

The girls interviewed emphasized the need for improved school programs with structured, academic classes separated by age and grade level, tutoring, instruction about the emancipation process, increased telephone privileges, working with families (both before and after placement), confidentiality and sensitivity with medical issues and procedures, the ability to resolve routine issues such as washing undergarments and obtaining toothbrushes, and unhampered access to the lavatory. They expressed desire for help with specific problems, including: drugs/alcohol, family problems, school problems, physical abuse, sexual abuse, sexual orientation, leaving a gang, health issues, and job training. All of the girls interviewed reported they would like to go to a residential program, and they indicated the following suggestions would prevent their return to Juvenile Hall: procurement of a stable job, athletic activities, having something to look forward to, and a program to motivate them and interest them, run by staff who understand and empathize with the experience of drug addiction, parental loss, gang involvement, and abuse.

CJCJ also outlined recommendations needed for a girl's program, including: services to address the psychological and medical needs of the girls; qualified staff who are well-trained, caring, well-paid and sensitive to the girls' experiences; effective educational and vocational training programs, with a separate program for older girls; improved counseling and therapy services for girls and their families (treatment should focus on the entire family); services that address self-esteem, independent thinking, identification of and resistance to the effects of sexism, and the rising problem of the physical and sexual battery of teen girls; emancipation and independent living-skills programs, combined with planning for transition out of a group home and back into the family and the community; parenting skills classes for teen mothers; mentorship and peer counselor programs; family reunification programs; comprehensive aftercare programs which continue working with girls once they are sent home; improved medical and dental services; after-school programs offering arts, sports, music, theater, dance, photography and journalism in the communities where the girls live; and, a facility with an on-ground school to address psychological disorders and "acting-out" behavior without the threat of expulsion.

Girls in The Circle of Care

To address the aforementioned needs and recommendations, the Circle of Care (see CIRCLE) provides a continuum of services specifically developed by and for young women.

The Circle of Care begins with prevention services, including prenatal, perinatal, and early childhood education and treatment programs.

In Early Risk and Resilience, Needs and Strengths Determination, information will be collected about the young woman's risk factors (sexual abuse, pregnancy, drug addiction) as well as a

young woman's strengths and protective factors (personality characteristics, cognitive functioning, positive attributes, skills and hopes) to determine the most appropriate interventions for the individual girl.

Enhanced mentoring programs in the community will include women mentors who have been clients in the juvenile justice system and are now leading law-abiding and productive lives. In the Safe Haven special training will be developed for women mentors, training the mentors in dealing with those issues discussed above specific to girls. A more comprehensive enhanced mentoring program will be developed beginning with girls in detention. The initial contact between the mentor and the girl will occur while the girl is still incarcerated. The mentor will be from the girl's home community so that following her release from Juvenile Hall, the girls will be able to continue a relationship with a mentor with close and reliable enough ties so that the mentor can provide practical assistance as well as emotional allegiance and closeness needed to afford personal support and guidance. Mentors will work closely with such groups as Girls Against Gangs, and Girls After School Academy and projects emerging from Come into the Sun.

Services offered in the most intensive community-based intervention include special groups for girls on issues of sexual abuse. Community probation officers overseeing community-based supervision will be trained in gender-specific issues for girls; a special group of probation officers could be developed to supervise girls only, based on the Baltimore model.³

The Life Learning Day Treatment Program will be available to both boys and girls. The intensive services offered will be similar to the services offered in the Life Learning Residential Program, but youths who participate in Day Treatment will return home at night. The Day Treatment Program will provide services targeted for girls, including health care and mentoring.

The transition shelter programs in the CIRCLE will address the need for beds for girls, and for family preservation for low risk girls whose home issues can be resolved (e.g., girls on the verge of going to a group home because of truancy).

Group homes in the CIRCLE will provide a continuum of programs and services similar to those offered at Mt. Joseph, which has a structured group home and includes gender-specific groups, education for sexual abuse, prostitution and anger management, as well as family and individual counseling.

In the most intensive, highly-structured, long-term residential portion of the CIRCLE, Hidden Valley will be developed as a long-term intensive, highly-structured residential program for girls, offering individualized, academic, college preparatory classes, GED preparation, vocational training (culinary arts, computers, construction and building maintenance) and emancipation skills. The program will be based on the models of the Excelsior Program for girls in Colorado and the Delancey Street Foundation (both of which received high marks from San Francisco practitioners who work with girls in the juvenile justice system) and the Thomas O'Farrell Youth Center (a national model program).

³ Note: a Probation Administrator referred us to a successful practice in Baltimore in which all girls are assigned to one probation field unit. The probation officers in the unit are familiar with available services for girls, and receive intensive training about issues girls commonly confront. Documentation reveals this unit has a fifty percent reduction in recidivism.

Services offered in the intersection of aftercare and prevention include independent living skills, family strengthening, employment training, mentoring and tutoring, and aftercare offers community reintegration services.

As plans for improved services and service delivery in Juvenile Hall are implemented, programs delivered to girls will include regular groups for sexual abuse, anger management. The objective is to build on the effective existing programs, such as the Omega groups and the weekly girls' unit staff meetings, to improve the quality, consistency and coordination of services, and to focus on risk and resilience, needs and strengths of the girls in our system. The commitment of planning groups like the Come Into the Sun Coalition and the Out of Sight, Out of Mind Task Force at the Commission on the Status of Women are central to building and developing these programs

Accountability standards to be developed as part of the reformed juvenile justice system in San Francisco will include an assessment and monitoring of all existing and new pilot projects (e.g., Day Treatment, Safe Haven) to ensure equal access and service for girls.

VIII. IMPLEMENTATION AND SUSTAINABILITY PLAN

Given the current trends and projections regarding the increase of serious juvenile crime in San Francisco, combined with the current state of its juvenile justice system -- one that is almost universally considered "severely dysfunctional and antiquated" -- the need for transformation of the system has never been more urgent. Fortunately, San Francisco has never been in a better position to successfully launch comprehensive systemic reform. Immediately upon assuming office in January, 1996, Mayor Willie L. Brown, Jr. made juvenile justice reform one of his administration's highest priorities. His commitment is shared by newly appointed Juvenile Probation Commissioners, the Interim Chief Probation Officer, Police Commissioners and a new Police Chief, a newly appointed Director of the Mayor's Criminal Justice Council, and a new Executive Director of the Department of Human Services, along with an extremely committed Superintendent of Schools, Director of Public Health, District Attorney and Public Defender.

As active members of the Coordinating Council for Juvenile Justice, each of these departments has shown unprecedented commitment and energy to the collaboration necessary to develop and implement this Action Plan (see Appendix E for Coordinating Council's Letter of Commitment).

Each of the participants in the Juvenile Justice Coordinating Council has placed a significant amount of his/her own resources to ensure the implementation of the Action Plan. All have dedicated their own time to active participation during the planning phase, and have made strong commitments to continue active participation during implementation. Indeed, in addition to the formal council meetings, the Department Heads as well as their representatives participated in at least one eight-hour Simulation Exercise which resulted in the specific program components of the Circle of Care.

Even more impressive than the amount of time and resources dedicated to developing this Action Plan, is the consensus achieved in the work sessions. Although it is clear that hard work lies ahead to implement a new plan of integrated services, the shared vision achieved in the development of the plan is a strong indication of its ability to become a reality. Overcoming the sense of paralysis and the adversarial theoretical positions which had for some time taken hold of this system was an important leap towards assuring a transformation of the juvenile justice system.

In addition to the Department Heads, numbers of other key stakeholders in San Francisco have shown unprecedented commitment. The Chief Executive Officers of some of San Francisco's most important businesses have committed their involvement and resources to the implementation of the plan, including The GAP CEO Mickey Drexler and Howard Lester, the CEO of William Sonoma and Pottery Barn. The YMCA has committed to offer its facilities and to work closely to implement each of the program components as needed. The offer by the YMCA to provide facility space for the Community Assessment and Referral Center (CARC) and the Life Learning Day Treatment Center provides several exciting opportunities. First and foremost, this site will allow the programs to be operational within a very short time frame. Second, the YMCA brings more than just a facility to the collaboration. The YMCA is one of the largest nonprofit community service organizations in the United States. The Tenderloin Y is located in the heart of one of the neighborhoods identified as being in priority need of services for at-risk juveniles. The services already offered at the Tenderloin Y will support the needs of youths and their families who will participate in CARC (refugee services, family and teen counseling) and the Life Learning

Day Treatment Center (tutoring, sports leagues, martial arts, camp programs, and senior citizen programs for community service work).

The higher education system has responded with enthusiasm. Commitments of interns from California State University at San Francisco as well as from Golden Gate University Graduate School of Psychology are firm. (See Appendix E.) Some of the most highly respected scholars in the field from the University of California at Berkeley have committed to evaluate the programs. The Eisenhower Foundation in Washington, D.C. is providing in-kind technical assistance and evaluation services. Given the fact that this collaborative effort only began in November, 1996, and that we began without unity, the level and speed of the responses and the consensus and commitment of resources have truly been phenomenal.

For any new system to be effectively enacted, it requires commitment of time and resources from a wide array of participants. The commitment needs to be broad and deep. One of the exciting features of this Action Plan is the dedication and involvement displayed by diverse San Francisco agencies, neighborhoods, and organizations. Top staff from over a dozen community-based organizations offered their time to actively participate in at least one of the eight-hour Placement Simulation Exercises. Their energy and dedication was reflected as well in the unity of responses which resulted in our Comprehensive Circle of Care. Additionally, the plan represents a diversity of opinions expressed through personal interviews and surveys. These interviews include some line staff at all of the involved agencies and the commissions related to juvenile justice, all the juvenile justice prevention or youth development programs funded by the Juvenile Probation Department, the Mayor's Criminal Justice Council and the Mayor's Office of Children, Youth and Their Families, and numerous parents, youths, and citizens who read of the study and requested to include their input.

The Mayor's commitment to the implementation of the Action Plan is exemplified in numerous ways. To underscore the importance of the plan's implementation, he is hiring the plan's chief architect, Dr. Mimi Silbert, as a Special Assistant to the Mayor to manage and coordinate the Implementation Team.

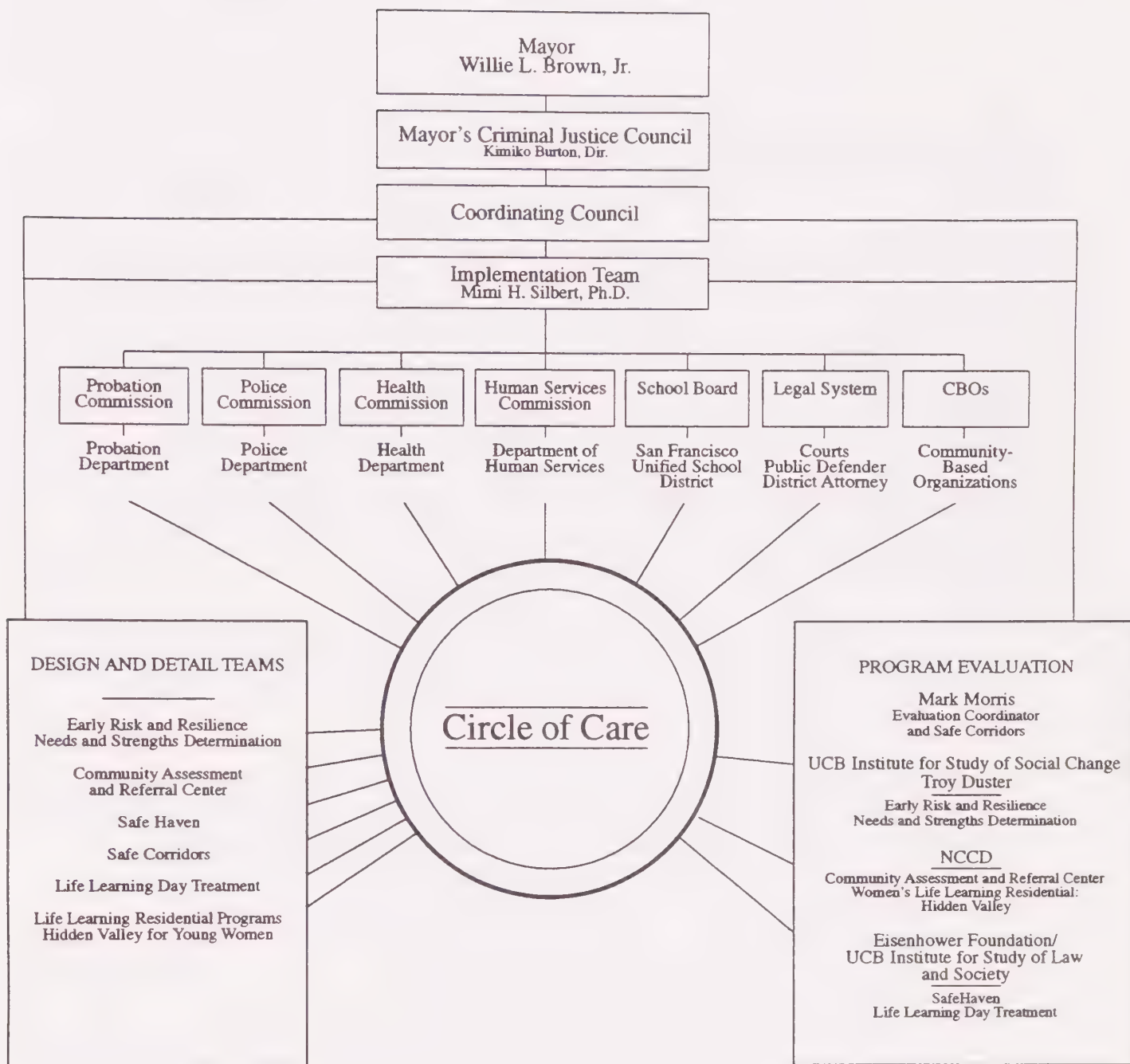
In practical terms, we have a well-defined implementation process. Kimiko Burton, the Director of the Mayor's Criminal Justice Council (MCJC), has committed agency funds as well as her personal time and the time of her office staff to work closely with the Implementation Team. Indeed, a staff member of MCJC was an active member of the planning team which developed this new system. In addition to the commitment of the Coordinating Council members and the aforementioned participants, a series of Design and Detail Teams have been developed; each of the teams is attached to one of the key components to be implemented in the first stage of this system reform. These Design and Detail Teams will form working partnerships to ensure that both neighborhood and agency participation are integrated, and that planning moves to action quickly.

Given the paralysis in the face of prior attempts to transform San Francisco's juvenile justice system and the sense of hopelessness that such paralysis can engender, it is crucial to develop public understanding and enthusiasm for San Francisco's new commitment to action in implementing the Circle of Care model. Therefore, the Implementation Team and the Design and Detail Teams will be working to develop public education and involvement in the Action Plan. Presentations to San Francisco's businesses, professional, neighborhood religious, and other groups are being prepared. Each Design and Detail Team will develop a format to explain the particular program component it is developing, as well as to enlist widespread ideas and support. Volunteers will be encouraged for each component.

In order to ensure the long-term continuance of the Circle of Care, staff in each department must become vested in the continuum, and motivated to make it the normative process. San Francisco's Department Heads concur with the following:

1. Training. System-wide training in all departments, throughout the chains of command, will occur to establish understanding of and dedication to the new vision for juvenile justice in San Francisco.
2. Probation. Community probation must be made a priority of a newly strengthened administration team. Provisional appointments to supervisory positions should be filled with those committed to the vision of the Action Plan.
3. Court. Ideally the Family Court and Delinquency Court can be combined with a committed supervisory judge and members of the court who would remain in their positions for several year to sustain and augment the vision. Similarly, Police, District Attorneys and Public Defenders must accord high status to the positions they assign to deal with juveniles.

While the City and County of San Francisco intends to seek seed money in the next three to four years to implement every component of this system, after the pilot projects are developed, and if evaluation corroborates their effectiveness, the City and County is committed to reallocate and leverage its resources such that the Action Plan will become the norm for juvenile justice in San Francisco. A comprehensive training plan of line staff as well as administration will ensure the sustainability of the systemic change.



**Juvenile Justice
Comprehensive Circle Implementation Chart**



COORDINATING COUNCIL'S LETTER OF COMMITMENT

As active members of the San Francisco Juvenile Justice Coordinating Council, established by the San Francisco Board of Supervisors, we have met frequently over the last several months. Our meetings have guided the development of the Comprehensive Action Plan as well as the Juvenile Crime Enforcement and Accountability Challenge Grant application we are submitting to the California Board of Corrections. The financial assistance we are asking from the state, although significant, is being matched by contributions made by each of our agencies. Additionally, we are working closely with local and national businesses and foundations for further support. Our budget projections indicate that these moneys will be needed for a several year restructuring period. During this time each of us will work toward the reallocation of our own funds so the systemic changes we are implementing will become the norm for a new collaborative approach.

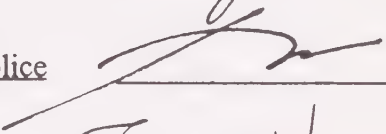
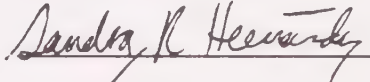
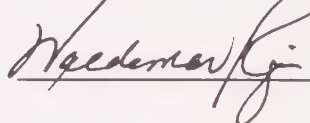
In addition to our formal meetings as a Council, each of us as well as representatives from our agencies participated in a least one eight hour Simulation Exercise which resulted in the specific program components of the Circle of Care. Our ability to work as a team is reflected in the consensus achieved in those sessions.

We are very excited and committed to the process, approach, the program components, and the policy framework outlined in our Action Plan and JCE & ACG Demonstration Grant application. Our commitment translates into direct action in implementing the plan. We commit to:

1. Dedicating our own time to active participation in the Council during this implementation phase.
2. Providing an in-kind match of resources as delineated in the proposal.
3. Dedicating our department personnel to specific components in the Circle of Care as well as to the Design and Detail Work Teams.
4. Adopting the inter-agency team approach to eliminate duplication and overlap of assessments and services.
5. Training our staff as needed to the new paradigms, attitudes, and tasks this integrated system may warrant.

6. Re-allocating resources as evaluation shows to be needed to insure long-term continuation of the new system norm after seed funding is completed.

We know we have some hard work ahead of us as we come together to implement this new plan of integrated services. However, the shared vision we have been able to achieve in our session leaves us hopeful and enthusiastic about developing a national model to reduce juvenile crime, and develop healthy youths, families and communities.

<u>Name</u>	<u>Title, Department</u>	<u>Signature</u>
<u>Kimiko Burton</u>	<u>Director, Mayor's Criminal Justice Council</u>	
<u>Rudy Smith</u>	<u>Interim Chief, Juvenile Probation</u>	
<u>Fred Lau</u>	<u>Chief, San Francisco Police Department</u>	
<u>Terence Hallinan</u>	<u>District Attorney</u>	
<u>Jeff Brown</u>	<u>Public Defender</u>	
<u>Dr. Sandra Hernandez</u>	<u>Director, Department of Public Health</u>	
<u>Waldemar Rojas</u>	<u>Superintendent, San Francisco Unified School District</u>	
<u>Michael Yaki</u>	<u>Member, Board of Supervisors</u>	
<u>Flynn Bradley</u>	<u>Assistant Director, Forensic Services</u>	
<u>Will Lightbourne</u>	<u>Director, Department of Human Service</u>	

APPENDICES

Profile Tables - Total Sample
Profile Gender Comparison Tables
San Francisco Juvenile Justice Study Participants
Real Alternatives Program Community Peace Initiative Organization Chart
Letters of Commitment
Bibliography
Exhibit 1. Domains, Constructs and Measures

Appendix A: Profile Tables

Offense Severity/Risk Level

Offense Severity	Risk Level			Total
	High	Medium	Low	
Violent	33	28	0	61
Serious	9	21	37	68
Less Serious	7	4	17	28
Minor	1	1	5	7
Total				164

Offense Code by Facility

Category	Juv Hall		LCRS		Total	
Persons	43	32%	11	37%	54	33%
Drug	30	22	7	23	37	23
Property	24	18	6	20	30	18
VOP	10	7	3	10	13	8
Placement Fail	10	7	1	3	11	7
Weapon	5	4	1	3	6	4
Sex Offense	5	4	1	3	6	4
Misc	5	4	0	0	5	3
Traffic	2	1	0	0	2	1
Total	134	100%	30	100%	164	100%

Status by Facility

Status	Juv Hall		LCRS		Total	
Pre trial	57	43%	0	0%	57	35%
Awaiting Disposition	37	28	0	0	37	23
Commitment	2	1	30	100	32	20
Adj Await Sub Placement	16	12	0	0	16	10
707(b)	6	4	0	0	6	4
Awaiting Transportation	4	3	0	0	4	2
LCRS/Medical	3	2	0	0	3	2
Adj Await 1st Placement	3	2	0	0	3	2
Pre Trial/Await Disposition	2	1	0	0	2	1
Awaiting 707 (b)	2	1	0	0	2	1
Remanded to Fed Court	1	1	0	0	1	1
Awaiting Transfer to LCRS	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

Age by Facility

Age	Juv Hall		LCRS		Total	
12	2	1%	0	0%	2	1%
13	11	8	0	0	11	7
14	15	11	0	0	15	9
15	19	14	3	10	22	13
16	41	31	7	23	48	29
17	45	34	10	33	55	34
18	1	1	10	33	11	7
Total	134	100%	30	100%	164	100%

Ethnicity by Facility

Ethnicity	Juv Hall		LCRS		Total	
Black	66	49%	17	57%	83	51%
Hispanic	34	25	6	20	40	24
White	15	11	2	7	17	10
Samoan	6	4	3	10	9	5
Chinese	4	3	1	3	5	3
Vietnamese	2	1	1	3	3	2
Asian	3	2	0	0	3	2
Filipino	2	1	0	0	2	1
Korean	1	1	0	0	1	1
Cambodian	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

Prior Felony Convictions by Facility

Prior Felony Convictions	Juv Hall		LCRS		Total	
0	72	54%	7	23%	79	48%
1	35	26	14	47	49	30
2	13	10	6	20	19	12
3	6	4	2	7	8	5
4	7	5	1	3	8	5
5	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

Prior Juvenile Hall Bookings

Prior Juvenile Hall Bookings	Juv Hall		LCRS		Total	
0	34	25%	0	0%	34	21%
1-3	59	44	10	33	69	42
4-6	23	17	13	43	36	22
7-9	10	7	4	13	14	9
9+	8	6	3	10	11	7
Total	134	100%	30	100%	164	100%

Living Situation by Facility

Living Situation	Juv Hall		LCRS		Total	
Mother Only	38	28%	10	33%	48	29%
Both Parents	24	18	9	30	33	20
Independent Living	21	16	3	10	24	15
Group Home	21	16	1	3	22	13
Grandparent	10	7	3	10	13	8
Other Family	4	3	3	10	7	4
Resid Treatment	5	4	0	0	5	3
Father Only	3	2	1	3	4	2
NA	3	2	0	0	3	2
LCRS	2	1	0	0	2	1
Locked Psyc Facility	1	1	0	0	1	1
Homeless	1	1	0	0	1	1
Foster Care	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

History of Mental Health Issues by Facility

Mental Health History	Juv Hall		LCRS		Total	
Yes	95	71%	21	70%	116	71%
No	39	29	9	30	48	29
Total	134	100%	30	100%	164	100%

Prior Out of Home Placements by Facility

Out of Home Placements	Juv Hall		LCRS		Total	
0	84	63%	22	73%	106	65%
1	20	15	5	17	25	15
2	11	8	2	7	13	8
3	4	3	0	0	4	2
4	8	6	0	0	8	5
5	2	1	0	0	2	1
6	1	1	0	0	1	1
9	3	2	0	0	3	2
10	0	0	1	3	1	1
14	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

History Drug/Alcohol use by Facility

Drug/Alcohol Use	Juv Hall		LCRS		Total	
Yes	93	69%	25	83%	118	72%
NA	24	18	1	3	25	15
No	17	13	4	13	21	13
Total	134	100%	30	100%	164	100%

School Problems by Facility

School Problems	Juv Hall		LCRS		Total	
Dropout	46	34%	14	47%	60	37%
Truancy	30	22	11	37	41	25
Expulsion	18	13	3	10	21	13
NA	16	12	0	0	16	10
Suspension	12	9	1	3	13	8
Violence	8	6	1	3	9	5
None	4	3	0	0	4	2
Total	134	100%	30	100%	164	100%

Youth from Crime Involved Families

Crime Family	Juv Hall		LCRS		Total	
Yes	76	57%	16	53%	92	56%
NA	58	43	14	47	72	44
Total	134	100%	30	100%	164	100%

Institutional Violence Reports

Institutional Violence	Juv Hall		LCRS		Total	
No	97	72%	19	63%	116	71%
Yes	37	28	11	37	48	29
Total	134	100%	30	100%	164	100%

Cases with sustained DHS petitions

DSS Petitions	Juv Hall		LCRS		Total	
Yes	30	22%	6	20%	36	22%
No	104	78	24	80	128	78
Total	134	100%	30	100%	164	100%

Prior or Current Gang Affiliation by Facility

Gang Affiliation	Juv Hall		LCRS		Total	
NA	72	54%	16	53%	88	54%
No	23	17	4	13	27	16
Yes	39	29	10	33	49	30
Total	134	100%	30	100%	164	100%

Current Offense by Facility

Current Offense	Juv Hall		LCRS		Total	
Accessory to sell marij	1	1%	0	0%	1	1%
ADW	10	7	3	10	13	8
Arson	1	1	0	0	1	1
Assault	8	6	3	10	11	7
Attempted Murder	4	3	0	0	4	2
Attempted Robbery	1	1	1	3	2	1
Attempted Rape	0	0	1	3	1	1
Auto Theft	13	10	2	7	15	9
Auto Theft/AWOL Placement	0	0	1	3	1	1
Bank Robbery	1	1	0	0	1	1
Battery	1	1	2	7	3	2
Battery on Peace Officer	2	1	0	0	2	1
Brandishing Knife	1	1	0	0	1	1
Burglary	3	2	1	3	4	2
Concealed Firearm	1	1	0	0	1	1
Consp to Commit Robbery	0	0	1	3	1	1
Consp to sell cocaine	1	1	0	0	1	1
Contempt of Court	1	1	0	0	1	1
Drug Poss	1	1	1	3	2	1
Drug Poss/Cocaine	5	4	3	10	8	5
Drug Poss/Heroin	2	1	0	0	2	1
Drug Sales	9	7	2	7	11	7
Drug Sales/Cocaine	7	5	1	3	8	5
Drug Sales/Marijuana	2	1	0	0	2	1
Escape	1	1	0	0	1	1
Evading Police	2	1	0	0	2	1
Grand Theft	2	1	2	7	4	2
Joyriding	1	1	0	0	1	1
Kidnapping	1	1	0	0	1	1
Murder	2	1	0	0	2	1
Placement Change	1	1	0	0	1	1
Placement Failure	9	7	1	3	10	6
Poss Con Cannabis	1	1	0	0	1	1
Poss Concealed Weapon	1	1	0	0	1	1
Poss Firearm on School Grounds	1	1	0	0	1	1
Poss Hypodermic Needle	1	1	0	0	1	1
Poss Stolen Prop	1	1	0	0	1	1
Poss Weapon	1	1	1	3	2	1
Prostitution	1	1	0	0	1	1
Rape	4	3	0	0	4	2
Rec Stolen Prop	2	1	0	0	2	1
Robbery	12	9	1	3	13	8
Robbery/Assault	1	1	0	0	1	1
Sodomy by Force	1	1	0	0	1	1
Vandalism	1	1	0	0	1	1
VOP	10	7	3	10	13	8
VOP/Auto Theft	1	1	0	0	1	1
Warrant	1	1	0	0	1	1
Total	134	100%	30	100%	164	100%

Appendix B: Profile Gender Comparison Tables

Age by Gender

Age	Girls	Boys
12	4%	1%
13	15	6
14	15	10
15	19	13
16	27	31
17	19	37
18	0	1
Total	100%	100%

Ethnicity by Gender

Ethnicity	Girls	Boys
Black	50%	49%
Hispanic	12	29
White	31	6
Samoan	8	4
Chinese	0	4
Asian	0	3
Vietnamese	0	2
Filipino	0	2
Korean	0	1
Cambodian	0	1
Total	100%	100%

Status by Gender

Status	Girls	Boys
Pre trial	62%	38%
Awaiting Disposition	12	31
Adj Await Sub Placement	27	8
707(b)	0	6
Awaiting Transportation	0	4
LCRS/Medical	0	3
Adj Await 1st Placement	0	3
Pre Trial/Await Dispo	0	2
Commitment	0	2
Awaiting 707(b)	0	2
Remanded to Fed Ct	0	1
Awaiting Transfer to LCRS	0	1
Total	100%	100%

Offense Code by Gender

Category	Girls	Boys
Persons	31%	33%
Drug	23	22
Property	19	18
VOP	8	8
Placement Fail	15	5
Weapon	0	4
Sex Offense	0	4
Misc	4	3
Traffic	0	1
Total	100%	100%

Felony Convictions by Gender

Prior Felony Convictions	Girls	Boys
0	62%	52%
1	27	26
2	4	11
3	4	5
4	4	6
5	0	1
Total	100%	100%

Prior Stays in Juvenile Hall by Gender

Prior Stays in Juvenile Hall	Girls	Boys
0	38%	22%
1-3	38	45
4-6	12	19
7-9	12	6
9+	0	7
Total	100%	100%

Living Situation by Gender

Living Situation	Girls	Boys
Mother Only	19%	31%
Both Parents	15	19
Independent Liv	19	15
Group Home	27	13
Grandparent	12	6
Resid Treatment	0	5
Other Family	0	4
NA	0	3
Father Only	0	3
LCRS	0	2
Locked Psyc Fac	0	1
Homeless	4	0
Foster Care	4	0
Total	100%	100%

Crime Involved Family by Gender

Crime Involved Family	Girls	Boys
Yes	58%	56%
NA	42%	44%
Total	100%	100%

History of Substance Abuse by Gender

History of Drug/Alcohol Use	Girls	Boys
Yes	73%	69%
NA	19	18
No	8	14
Total	100%	100%

School Problems by Gender

School Problems	Girls	Boys
Dropout	46%	31%
Truancy	8	26
Expulsion	4	16
NA	19	10
Suspension	8	9
Violence	8	6
None	8	2
Total	100%	100%

Prior Out of Home Placements by Gender

Prior Placements	Girls	Boys
0	46%	67%
1	19	14
2	15	6
3	4	3
4	8	6
5	0	2
6	0	1
9	8	1
14	0	1
Total	100%	100%

Appendix C: San Francisco Juvenile Justice Study Participants

Commissioners

Charles Beyer, President, Probation Commission
Anna Shimko, Probation Commission
Eleazar Aramburo, Probation Commission
Damone Hale, Probation Commission and Juvenile Justice Commission
Reverend Harry Chuck, Probation Commission
Brenda Jackson Drake, Probation Commission
Harriet Salerno, former member, Probation Commission
James Howard, President, Delinquency Prevention Commission
Susie Bailey, Executive Director, Delinquency Prevention Commission
Sharon Hoff, Delinquency Prevention Commission
Brian Henning, Delinquency Prevention Commission
Cynthia Seymour, Delinquency Prevention Commission
James Haskell Mayo II, Delinquency Prevention Commission
Tracy Brown, Delinquency Prevention Commission
Alan Oliver, Delinquency Prevention Commission
Patricia Lee, Delinquency Prevention Commission
Melanie DewBerry, Delinquency Prevention Commission
Dante Higgins, Delinquency Prevention Commission
Arthur Walker, Delinquency Prevention Commission
Julia Globus-Sabori, Chair, Youth Commission
Camille Broussard, Youth Commission, Out of Sight, Out of Mind: Task Force on Girls
Rev. Timothy Dupre, Chair, Juvenile Justice Commission
Ruth Cowan, Juvenile Justice Commission
Georgia Bates Creel, Juvenile Justice Commission
Georgette Elizalde, Juvenile Justice Commission
Gary Harrington, Juvenile Justice Commission
Melyssa Jo Kelley, Commission Status of Women, Out of Sight, Out of Mind: Task Force on Girls

Juvenile Probation

Rudy N. Smith, Interim Chief Probation Officer
Judy Griffin, Assistant Probation Officer
Melinda Mills, Senior Supervising Probation Officer
Cheyenne Bell, Director of Community Programs,
Johnny Miller, Director, Log Cabin Ranch
Lothar Eiserloh, President, Probation Officers' Association
Joseph Tanner, Chief Steward, Local 790
Ed Vasgerdsian, Supervising Probation Officer, Parenting Program
Janet Medina, Director, Juvenile Hall
Jose Perla, Information Services
Sandra Brown Richardson, Fiscal Services Director
John Overman, Senior Management Analyst
Bob Price, FOCUS, Youth Guidance Center Improvement Committee
Rich Perino, Probation Officer
Sam MacIsaac, Probation Department
(Confidential interviews were conducted with eight counselors at Log Cabin, 19 counselors at Juvenile Hall and four Probation Officers.)

Health

Janet Shalwitz, M.D., Bureau of Children, Youth & Families, Department of Public Health
Thabiti Mtambuzi, Director, Special Programs for Youth, Department of Public Health
Michael Baxter, Associate Director, Special Programs for Youth, Department of Public Health
Marsha Goldberg, Ph.D., Special Programs for Youth, Department of Public Health
DeWitt Hoard, Psychiatric Social Worker, Special Programs for Youth, Dept. of Public Health
Pierre-Joseph Marie-Rose, M.D., Special Programs for Youth, Department of Public Health
Don Sanders, Substance Abuse Counselor, Log Cabin Ranch, Department of Public Health
Esperanza Echavarri, Clinic Director, Mission Children, Adolescents and Family Services Center
Jo Ruffin, Director, Mental Health Services
Sai-Ling Chan-Sew, Director, Child, Youth and Family Services
Dr. Miriam Martinez, Ph.D., Program Director, Family Mosaic Project
Lynn Dolce, Case Management Supervisor, Family Mosaic Project
Christine Davenport, Clinical Nurse Specialist, Sex Offender Treatment, Dept. of Public Health
Jack Rabin, Assistant Clinical Director, Child, Youth and Family Services
Janet Murphy, Castro-Mission Health Center
Madeline Ritchie, Chinatown Public Health
Jane Lev, Tom Waddell Clinic
Michael Pile, Visitation Valley Health Team
Elbert Eng, Department of Public Health
Flynn Bradley, Assistant Director, Forensics, Department of Public Health
Kate Monico Klein, Department of Public Health, Out of Sight, Out of Mind: Task Force on Girls

Social Services

Will Lightbourne, Director
Bill Bettencourt, Acting Deputy Director, Department of Human Services
Judy Bley, Director, Budget and Planning, Department of Human Services
Hope Kamimoto, Department of Human Services
Diana Glassman, Social Worker, Juvenile Hall
Socorro E. Berry, Department of Human Services
Christie Yamedi, Department of Human Services
Jimmy Gilyard, Department of Human Services
Arlene Hylton, Department of Human Services, Independent Living Skills Program
Christiane Medina, Dept. of Human Services, Out of Sight, Out of Mind: Task Force on Girls

Law Enforcement/Court

Terence Hallinan, District Attorney
Jeff Brown, Public Defender
Michael Hennessey, Sheriff
Fred Lau, Chief of Police
Sgt. Mike Jefferies, San Francisco Police Department
Sgt. John V. Bisordi, San Francisco Police Department, Fiscal Division-Grant Unit
Bill Fazio, Attorney, Former San Francisco District Attorney
Janet Forsythe, Office of the Public Defender
Bruce Chan, Office of the Public Defender
Christopher Gauger, Office of the Public Defender
Marynella Woods, Social Worker, Office of the Public Defender
Walt Aldridge, District Attorney's Office
Tim Salard, Office of the District Attorney

Hon. Donna Hitchens, San Francisco Superior Court
Hon. Ina Gyemant, Presiding Judge, Juvenile Court
Hon. Charlotte Woolard, San Francisco Superior Court
Hon. Tony Kline, San Francisco Superior Court
Hon. Daniel Weinstein, former Presiding Judge, Juvenile Court
Hon. Bill Gargano, Commissioner, Juvenile Court
Hon. Abby Abinanti, Commissioner, Juvenile Court
Susan L. Frankel, Deputy City Attorney
Carole B. Shaffer, Executive Director, Youth Law Center
Loren M. Warboys, Managing Director, Youth Law Center
James R. Bell, Staff Attorney, Youth Law Center
Maria F. Ramiu, Staff Attorney, Youth Law Center
Mark Soler, President, Youth Law Center
Patricia McElroy, Staff Attorney, National Center for Youth Law
James McElroy, Program Director, Bayview Hunters Point Foundation
Jacob C. Smith, Case Manager, Bayview Hunters Point Foundation
Teri Sklar, Private Attorney
Kevin Foster, Sheriff's Department
Dick Iglehart, District Attorney's Office
Lt. Dirk Beijen, San Francisco Police Department
Bill Betts, San Francisco Police Department
Colleen Pitu, Juvenile Division, San Francisco Police Department

Schools

Waldemar Rojas, Superintendent, San Francisco Unified School District
Derrick Tynan-Connolly, Teacher, San Francisco Unified School District, Larkin Street
Susan Wong, Director, Pupil Services, San Francisco Unified School District
Diane See, Instructor, City College of San Francisco
Don Toomer, Principal, Juvenile Hall and Log Cabin, San Francisco Unified School District
Robert Figone, San Francisco Unified School District
Diane Telarico, Principal, Everett Middle School
Ann Birnbaum, Beacon School, Everett Middle School
Deborah Bodrick, San Francisco Unified School District Child Development Program
Trish Bascom, San Francisco Unified School District School Health Programs
Larry Del Carlo, San Francisco Unified School District
Ronnie Howard, San Francisco Unified School District

Other City/County Services

Kimiko Burton, Director, Mayor's Criminal Justice Council
Jeff Mori, Director of the Mayor's Office on Children, Youth and Their Families
Joseph Lam, Director of Planning/Evaluation, Mayor's Office of Children, Youth & Their Families
Keith Choy, Mayor's Criminal Justice Council
Sandy Bonilla, Mayor's Office of Children, Youth and Their Families
Harlan Kelly, Department of Public Works
Lorraine Lampkin, Department of Recreation and Parks Workreation
Bob Bennetti, Department of Recreation and Parks Latch Key Program
Toni Bernardi, San Francisco Library
Rebeca Prozan, Mayor's Office, Out of Sight, Out of Mind: Task Force on Girls

Community Services

Margaret Brodtkin, Coleman Advocates for Youth
Joanne Uribe, Real Alternatives Project
Joe Marshall, Omega Boys Club
Jack Jacqua, Omega Boys Club
Bruce Fisher, Youth Advocates
Mitch Salazar, Real Alternatives Project
Regina Blosser, OMINIA
Mary Ann Carpenter, MAC, Home for Boys, Inc.
Norma Hotaling, Sage Project
Enola Maxwell, Potrero Hill Neighborhood House
David Steinhart, Child, Youth and Family Policy Consultant
Dean Peacock, Men Overcoming Violence
Mary Van Zomeren, Volunteers in Parole
David Innocencio, The Beat Within
Sandy Close, The Beat Within
John Beem, Men Overcoming Violence
Carol Carrillo, Court Appointed Special Advocate Program
Pastor Ian Kaiser, Church by the Bay
Caroline Fisher, Court Appointed Special Advocate Program
Calvinia Williams, Youth Court
Ernest Brown, Walden House
Ginny Poggi, Walden House
Ray Balberan, Real Alternatives Program
Alfredo Bojorquez Loya, Real Alternatives Program
Duane Robinson, Bayview Hunters Point Healthy Start
Lawrence Tsang, Chinatown Youth Center
Karen Pierce, Potrero Hill Neighborhood House
Kent Eagleson, San Francisco Boys and Girls Home
Puthar Chuop, Vietnamese Youth Development Center
Fia Carlos-Valention, Office of Samoan Affairs
Melvin Smith, Operation Contact
Nonstsizi Cayou, Wajumbe Cultural Institution
Judith Sandoval, Camp Fire Boys and Girls Bay Area Council
Shirley Jones, California Association of Health, Education, Employment and Dignity, Inc.
Tiffany Gumfory, Easter Seals Society
Joy Ferguson, Bernal Heights Neighborhood Center
Sharon Donovan, Cross Cultural Family Center
Dan Macallair, Center on Juvenile and Criminal Justice
Andrea Shorter, Center on Juvenile and Criminal Justice
Jody Friedman, Central City Hospitality House
John Osaki, Japanese Community Youth Council
Mohammed Nuru, San Francisco League of Urban Gardeners
Terry Person, Community United Against Violence
Nora Tecson, Filipino American Council
Edwin Jocson, Westbay Filipino Multiservices Corporation
Gary Bieringer, San Francisco Educational Services
Robert J. Urhle, Somoan Community Development Center
Nancy Schiff, University of San Francisco Street Law Program
Yohan Smith, Volunteer Center of San Francisco, Volunteer Case Managers Program
Ahsaki Yaa, Girls Outreach Program

Eric McDonnel, Audrey L. Smith Development Center
 Norman Yee, Wu Yee Children's Services
 Gloria Tan, Asian Women's Resource Center
 Barry Feinberg, Edgewood Family/Children's Center
 Lefty Gordon, Ella Hill Hutch Center
 Betty Canton, Good Samaritan Family Resource Center
 Geoffrey Link, San Francisco Study Center
 Juno Duenas, Support for Families of Children with Disabilities
 Sister Petra Chavez, Central American Resource Center
 Jim Richards, Columbia Park Boys and Girls Club
 Rosario Anaya, Mission Language Vocational School
 Kyle Fiore, St. John's Educational Thresholds Center
 Darin Ow-Wing, Community Educational Services
 David Grant, High Gear Achievers
 Anthony Mohammed, Ocean-Merced-Ingleside Community Association
 Rachel Axel, California Lawyers for the Arts
 Jumokey Hinton, Girls' After School Academy
 Gam Caldwell, Jewish Vocational Services
 Charlene Clemens, Family Service Agency of San Francisco
 Jeff Bormaster, Moss Beach Homes and Aspira Foster and Family Services
 Lisa Romano, Telegraph Hill Neighborhood Center
 Lisa Niebauer-Stall, TransCen
 Min Paek, Korean American Women Artists and Writers Association
 Linda Morales, Horizons Unlimited of San Francisco, Inc.
 Jennifer Reed, Young Women Arise
 Walter Schulze, Glide Church
 Twila Brown, Child Health Disability Prevention
 Ken Bukowski, Lavender Youth Development Center (LYRIC)
 Janet Clinger, Come Into the Sun/YWCA
 Rachel Pfeffer, Center for Young Women's Development
 Shirletha Calhoun, Boys and Girls Against Gangs
 Reuben Smith, Hunter's Point Boys and Girls Club
 Claudia Beth Jackson, Legal Services for Children
 Santiago "Sam" Ruiz, Mission Neighborhood/Precita Center
 Mary Jradelis, Back on Track Tutoring
 Ann Stanton, Larkin Street
 Israel Rosales, Men Overcoming Violence
 Justine-Bea Stephens, Center for Human Development
 James Becker, Center for Human Development
 Alfonso Acampura, Walden House
 Jason Singer, CHALK
 David Glickman, CHALK
 Reverend Roland Gordon, Ingleside Presbyterian
 Jesse Mischel, Rising Youth for Social Equity (Four RYSE Youth)
 Johnny Burks, Project Re-Connect, Oakland
 Concha Martinea, Institute Familiar De la Raza
 Denise Collazo, San Francisco Organizing Project
 Rev. Roger E. Ridgeway, St. John's United Church of Christ
 George Schoen, St. John's United Church of Christ
 Cornelia Sapiro, St. John's United Church of Christ
 Melody Fountila, N. California Service League, Out of Sight, Out of Mind: Task Force on Girls

**MISSION DISTRICT COMMUNITY PEACE INITIATIVE
STEERING COMMITTEE** DRAFT 3/97

SPIRITUAL & CULTURAL AFFIRMATION TO STRENGTHEN COMMUNITY

**ARTS & CULTURE
CLUSTER**
Patricia Aguayo
Pete Gallegos

**EDUCATION
CLUSTER**
Waldermar Rojas
Rosario Anaya

**ECONOMIC
DEVELOPMENT
CLUSTER**
Larry del Carlo

**CULTURE OF
PEACE CLUSTER**
Captain Al Casciato
Mario Salgado

**HEALTH & HUMAN
SERVICES CLUSTER**
Sandra Hernández MD
Concha Saucedo PhD

**MEDIA
CLUSTER**
Dick Kelly,
KMEL Radio

AdHoc School-Linked
Services Committee
(Kyle Fiori)

Community Work
Force Collaborative

School to
Career/Work

Committee on
Jobs

Childcare
Economic Dev.
Collaborative

Retirement Board
Investments

Ad Hoc Recreation
Committee
(Joel Robinson)
(Jim Richards)

- Latino Family Support &
Preservation Planning Group
- Integrated Behavioral
Health Planning
St. Lukes/SFGH

KMEL-106.1 FM
Peace Posse
Radio Talk

CO-CHAIRS GROUP

PEACE POSSE

(RFK Fellows, Urban Service, AmeriCorps)
PacBell Caller ID/Peacewalk
Mission Youth Summit
CityWide Youth Empowerment
Conference (May)
Bay Area Peace Walkathon (5/17)
Peace Artists

**ENTREPRENEURSHIP
LATINISM
ESTUDIO OLLIN**

TATTOO REMOVAL PROJECT
SFGH

VIDEO PROJECT

**YOUTH RADIO/PLAY
COLLABORATIVE**

BANNER PROJECT

**CPI MANAGEMENT
GROUP**

- Mitchell Salazar
- Anthony Ceja
- Gene Royale
- Joanna Uribe

**PARENTS
FOR
PEACE**

BEACON CENTER INITIATIVE

Everett Middle School
St. John's Educational Threshold Center

HEALTHY START COLLABORATIVE

Horace Mann Middle School

**S.F. LINKS PROJECT
(MOCYF/HHS)**

Focused on efforts to
reduce youth violence

- Communication
- Facilitation
- Linkages
- Networking

Inventories
Mapping
Training

RICA

Focused on
supporting CBOs

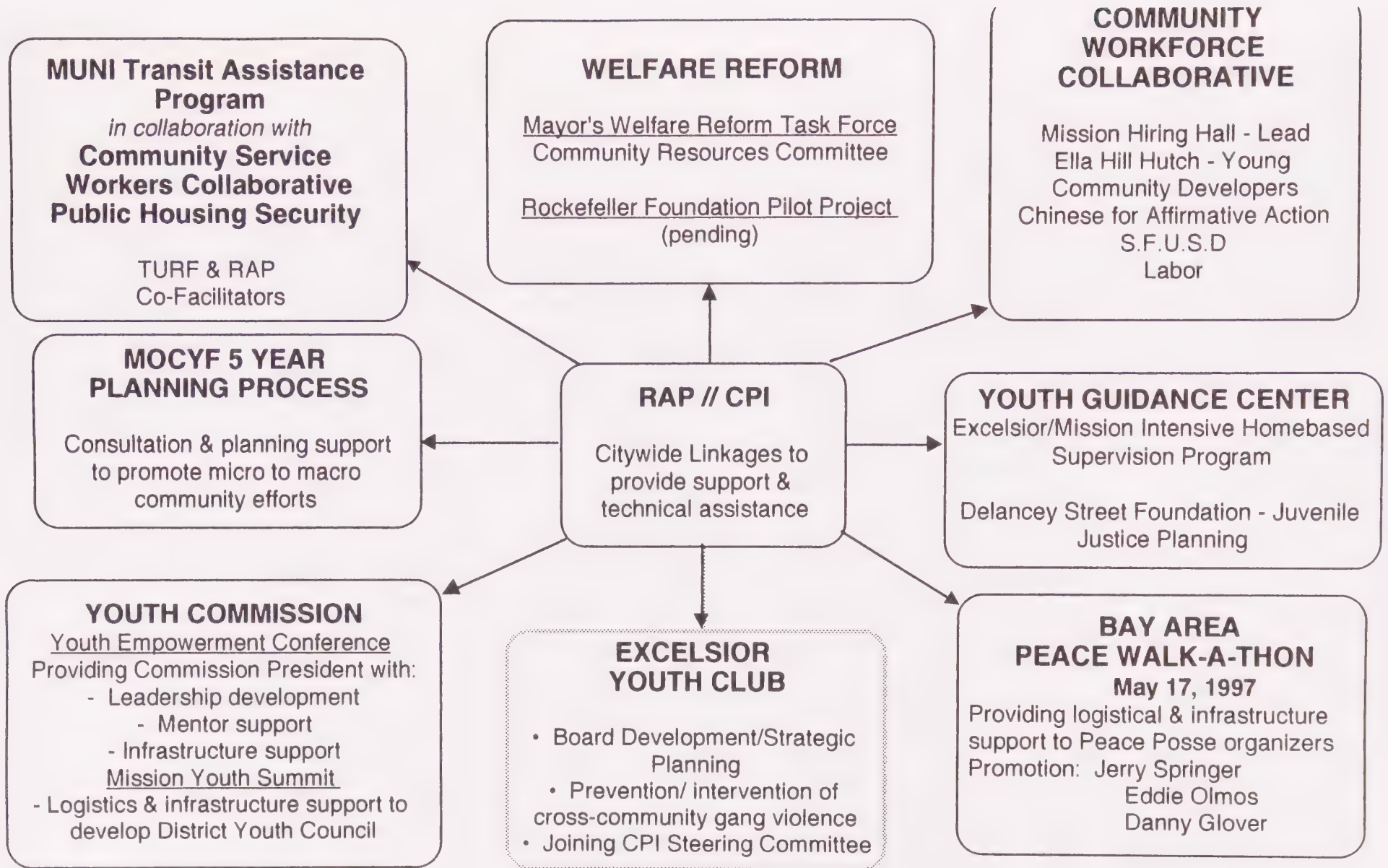
- Accountability Tool
- Capacity building
- Technical Assistance

24th Street Revitalization
Community Revitalization

**ENTERPRISE
COMMUNITY**
Planning & funding

**HOUSING
DEVELOPMENTS**
Valencia Gardens

**Mission District
Merchants Associations**
Community Revitalization



REAL ALTERNATIVES PROGRAM
MISSION DISTRICT COMMUNITY PEACE INITIATIVE
CITYWIDE LINKAGES (draft 3/97)



San Francisco State University
1600 Holloway Avenue
San Francisco, California 94132

Office of the President

415.338.1381

March 13, 1997

Dr. Mimi Silbert, President and CEO
Delancey Street Foundation
600 Embarcadero
San Francisco, CA 94107

Dear Dr. Silbert:

I cannot imagine a better person to have conducted a review of the Juvenile Justice System within the City and County of San Francisco, and I look forward to hearing much more about your full findings and recommendations. You have described one of those recommendations to me – your call for the establishment of Early Assessment Centers where juvenile offenders can receive intervention within hours of being detained. You envision Centers that would be open 24 hours a day, staffed by psychologists, family counselors, police and other professionals. I am writing to express my strong support for this idea and to confirm San Francisco State University's readiness to place student interns from a variety of disciplines in these Centers.

Our Departments of Psychology, Counseling, Special Education and Social Work all offer graduate programs which include internship experiences in various clinic and social service settings. Each of these programs includes students who would be qualified and interested in conducting an internship within the juvenile justice system. Additionally, our newly-established Marian Wright Edelman Institute for the Study of Children, Youth and Families includes a degree program in Child and Adolescent Development. That curriculum should be up and running by fall 1998, and the program can be expected to be a rich source of student interns for the Early Assessment Centers.

Your positive approach of early intervention with youthful offenders reflects the values we want our students in these human service fields to acquire. Participation in the Early Assessment Centers would be highly beneficial to them – and ultimately, to the community they will serve. Such an internship, well-supervised, will give our students invaluable insight into the application of their academic studies to real-life social service situations. The diversity of our student population is an additional strength we can bring to this partnership. Our interns are likely to reflect many of the communities from which these young offenders come. This is an exciting project, and we look forward to working with you on it.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "R. Corrigan", written over a circular embossed seal of the Office of the President.

Robert A. Corrigan
President

March 14, 1997

Dear Colleagues:

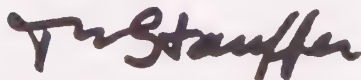
I have met with Dr. Mimi Silbert and reviewed San Francisco's Comprehensive Plan for Juvenile Justice. Golden Gate University is proud to become a key player on San Francisco's team to transform the juvenile justice system.

Our graduate program in clinical psychology is able to provide interns to several components of the plan: determination of early risk and resilience, needs and strengths; involvement in the Community Assessment and Referral Center; and participation in both the Safe Haven and the Life Learning Day Treatment Center. These provide wonderful opportunities for our students, under the direction of Associate Professor of Psychology Kit Carman, to apply the skills that they are learning as well as to make a significant contribution to our city where the university has operated now for 144 years.

We feel a strong sense of commitment to San Francisco and are delighted to become a partner in the Juvenile Justice Action Plan. It is particularly significant for Golden Gate University because a number of these programs are to be located not only at the Central YMCA building constructed after the 1906 earthquake as a national commitment to YMCA public service but also as the building where the then Golden Gate College was housed for sixty years. It is a wonderful opportunity for us to come full circle and "go home again" to Golden Gate University's founding organization, the YMCA.

We look forward to collaborating with all the other players to make San Francisco's integrated system of juvenile justice a national model both for the decline of crime and significant youth, family, and community development.

Respectfully yours,




Thomas M. Stauffer
President

cc: Professor Dr. Kit Carman
Dr. Mimi Silbert

March 5, 1997

TO: Juvenile Justice Coordinating Council
California State Board of Corrections

FROM: Stuart E. Warner 
Vice President, Community and Property Development
YMCA of San Francisco
44 Montgomery St., Suite 770
San Francisco, CA 94104

I, members of our Board of Directors and representative of our National Organization, have had extensive discussions with Dr. Mimi Sibert, President of the Delancy Street Foundation, about San Francisco's Comprehensive Juvenile Justice Action Plan. For generations it has been the mission of the YMCA to provide youth positive development and alternatives. The YMCA of San Francisco has put youth services as our highest social priority. The YMCA of San Francisco is in full support of the comprehensive plan and will become an active participant with Dr. Sibert, her associates and the Juvenile Justice Coordinating Council in the development, implementation and operation of this much needed new approach to serving those youth either at highest risk of becoming or are already involved in serious crime.

In support of San Francisco's Comprehensive Juvenile Justice Action Plan the YMCA of San Francisco is proud to offer facilities and access to YMCA programs on an in-kind basis to the Comprehensive Action Plan. Depending on the facilities, actual space needs and how collaboration with existing YMCA youth services are incorporated, the value of the YMCA's in-kind contribution can range from \$15,000 to \$200,000 per year. The lower figure represents value of space in our Bayview/Hunters Point Program Center and our Central Branch YMCA in the Tenderloin for Neighborhood Assessment Centers (NAC), and use of space at our Embarcadero and Presidio YMCA facilities for mentoring programs. We are also interested in working with the Safe Havens, the Day Treatment and Living for Learning model, and the Enhanced Mentoring Programs. We are additionally open to working collaboratively and participating in other programs at any point along the Action Plan's circle of intervention.

The YMCA has for many years been hoping and advocating for an opportunity like the Comprehensive Action Plan for San Francisco to come together in a cohesive, coordinated and comprehensive fashion. No less will be effective in bring successful services and life changing intervention to our most needy youth. The YMCA of San Francisco is proud to become involved an active part of this project. We are committed to continue our support and discussions on the specific involvement of the YMCA and our operations through out San Francisco as the entire plan is put into action.



*We build strong kids, strong families,
strong communities.*



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EXHIBIT 1. DOMAINS, CONSTRUCTS AND MEASURES

Domains	Constructs		Measures ¹
Background Characteristics	Age		Questionnaire Items
	Gender		Questionnaire Items
	Race		Questionnaire Items
	Current Status in School		Questionnaire Items
	Highest Grade Level Attained		Questionnaire Items
	Current Living Situation		Questionnaire Items
	Job History		Questionnaire Items
	Environment of Risk Scale (low, medium, high)		Used in previous Eisenhower replication projects and incorporated into questionnaire.
	Peer Environment Scale (positive or negative)		Adapted from Gottfredson (1990) and National Youth Survey (Elliott & Huizinga, 1984)
	At-Risk Factors Scale		Used in previous Eisenhower replication projects and incorporated into questionnaire.
Psychological Mediators	Assessment of Program		COPE Scale (Moos, 1974)
	Attitude Toward School		Items from Delinquency in School self-report scale (Gottfredson, 1990; Hawkins & Lam, 1987; Jessor & Jessor, 1977)
	Self-Esteem		Self-Esteem Scale (Rosenberg, 1962)
	Psychological Well-Being		Affect Balance Scale (ABS; Bradburn, 1968)
	Self-Reported Strengths and Weaknesses		A scale developed at CUNY for incoming freshmen to assess future expectations.
	Self-Efficacy		Personal and Social Self-Efficacy Scale (Sherrer and Maddox, 1982)
	Friendship Affiliation		National Youth Survey (Elliott & Huizinga, 1984)
	Peer Environment (negative or positive)		Items on relationships with peers from the National Youth Survey (Elliott & Huizinga; Gottfredson, 1990)
	Attitudes Toward Police		Attitudes toward police (DARE evaluation, Houston, TX, 1989)
Functional Outcomes	Substance Abuse		Questions adapted from National Youth Survey (Fagen, Piper and Moore, 1986)
	Self-Reported Delinquency		Youth Self-Reported Deviance Scale (Achenbach, 1981)
	Involvement with Gangs		National Youth Survey (Elliott & Huizinga, 1984)
	Employment Status and Job Retention		Questionnaire Items
	Wages		Questionnaire Items

¹Appendix 2 contains the youth survey questionnaire that has been administered, pre-post, in the outcome evaluation. These measures are in the questionnaire.

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